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THE OLD MENLO PARK GATES: THE FAMOUS OLD LANDMARK BUILT IN 1874
LOCATED ON THE TOWN LOT SUBDIVISION OF HOAG & LANSDALE

1874 CENTENNIAL 1974

100
MENLO PARK



COMPREHENSIVE PLAN, TOWARDS 2000

MENLO PARK, CALIFORNIA

MENLO PARK
COMPREHENSIVE PLAN,
TOWARDS 2000

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City planning *Menlo Park*

Adopted By Planning Commission By Resolution No. 1974-7

On August 12, 1974

Adopted By City Council By Resolution No. 2745

On October 1, 1974

PREPARED BY DEPARTMENT OF COMMUNITY DEVELOPMENT
CITY OF MENLO PARK, CALIFORNIA



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SECTION I - INTRODUCTION

This Comprehensive Plan is unique to Menlo Park. The contents of the Plan and organization used reflect this community's history, existing conditions and anticipated development trends and potentialities. The analyses and projections presented in the Plan were made in light of current data, trends, and public attitudes. Because these factors are continuously changing and situations which seem beneficial today may slowly evolve into complex problems, the Plan should not be viewed as static and complete, but subject to change and re-evaluation as the proposals of the future become realities.

Menlo Park's Comprehensive Plan consists of the following major sections:

SECTION I, Introduction describes the history of planning in Menlo Park, the functions of the Plan, the primary community objectives, and a summary of the major recommendations.

SECTION II, The People and the City Today is an analysis of existing land use, traffic and circulation, population trends, and economic characteristics of the City, and public facilities and services.

SECTION III, Towards 2000 discusses major overriding issues which encompass several different elements and affect the basic nature of the City: population projection and residential development; housing concerns; commercial growth potentials; transportation; scenic highways; and open space and conservation.

SECTION IV, Plan Effectuation contains a series of recommendations for effectuation of the proposed plans consistent with the various plan development elements and goals of the City.

HISTORY OF PLANNING IN MENLO PARK

The City of Menlo Park has developed a reputation for its innovative and thoughtful planning for its future. As early as 1952, Menlo Park adopted its first General Plan, or Master Plan as it was called then, and continued to lead the ranks of progressive communities attempting to guide future development. The City's second General Plan, adopted in 1966, was prepared during a period of two years, and was based upon the policy recommendations made by a 100+ member citizens' committee. Technical assistance was supplied by planning and traffic consultants, and was supplemented and coordinated by City Staff. Over the past few years changes have been perceived in the trends, values, and concerns within the community. The need for a comprehensive review of the 1966 Plan was being recognized, even though it was felt that most areas of the Plan validly reflected public policy.

In Menlo Park, citizen participation in governmental matters is highly valued and thus early in 1972 the City Council decided that all Commission, Board, and Advisory Committee members, together with the Council, would form a special task force, called the General Plan Review Committee, to discuss the major issues confronting Menlo Park's citizens. Over a period of a year, a dozen policy development conferences were held by the Committee, and general goals and tentative policy agreements were reached. The result of those conferences provided a reference for the five informal neighborhood meetings held throughout the City in the spring of 1973. The Planning Staff

has collected extensive data from all available sources and analyzed this information together with the combined input from the General Plan Review Committee and the neighborhood meetings. This Comprehensive Plan is based on those goal and policy statements.

THE COMPREHENSIVE PLAN - AN EXPLANATION

The Comprehensive Plan, when adopted by the Council, sets forth public policy concerning the future physical development of the community. It includes an assessment of present community development, a discussion of opportunities and needs of the future, and recommendations for action by which the opportunities can be realized and the needs met.

By "comprehensive", it is meant that it includes not just the physical aspects of planning but also the social, economic, and environmental aspects of the planning area and the needs of the community. It should be "long-range", looking to the future, twenty years or more. It should also be "general", dealing with broad issues of concern and relationships between land use, population density, open space, community facilities, and circulation. In the future, the Plan should be periodically reviewed, as has been done in the past, to adequately reflect changing conditions and needs.

The Plan document consists of a text, stating goals to be achieved and principles to be used in reaching them, and maps illustrating basically the future physical form of the community. The document is used by numerous

groups for a variety of needs and purposes. One of the primary users of the Plan is the City Council. For the Council the Plan provides a basis and framework for consistent decision making. Numerous and often seemingly unrelated projects are presented to the City Council, and the existence of the Plan helps to place the proposals in the proper perspective relative to long-range objectives. In addition, the Planning Commission, an appointed citizens group which, among other responsibilities, reviews development plans and proposals and makes recommendations to the City Council, uses the Plan guidelines to judge each project, its relationships to the Plan, and its future impact on the City. The City Staff also refers to the Plan when advising citizens, developers and applicants, and when making recommendations to the Planning Commission and City Council regarding the community's future development. And, of course, the Plan is available to the public, so that all may know the development policies of the City.

The California Government Code requires the Comprehensive Plan to include nine elements:

1. A land use element, showing the proposed future use of land for housing, open space, business and industry.
2. A circulation element, showing the major existing and proposed streets and highways, public transit and terminal facilities.
3. A housing element, consisting of plans for making adequate provision for the housing needs of all economic segments of the community.

4. A conservation element, consisting of standards for the conservation, development, and use of natural resources.
5. An open space element, indicating areas of recreation, scenic beauty, natural resource, and food production, with programs for their preservation.
6. A seismic safety element, consisting of an identification and appraisal of seismic hazards.
7. A noise element, showing the present and projected noise contour levels associated with major existing and proposed highways, rapid transit and airport ground facilities.
8. A scenic highway element, consisting of standards for the development, establishment, and protection of scenic highways.
9. A safety element, consisting of plans and standards for the protection of the community from fires and geologic hazards.

All the elements are interrelated and are considered jointly in the main body of the Comprehensive Plan document. Land Use, Circulation, Open Space, Conservation and Scenic Highways are included within this Plan, the first four elements because they are considered to be of greater importance and basic to the Plan; the last because it has limited application in Menlo Park and can best be considered in relation to other aspects of the Plan. The other elements shall be analyzed and documented in detail in separate reports which, upon their recommendation by the Planning Commission and adoption by the City Council, become a part of the Plan.

MAJOR COMMUNITY GOALS

The following general goals, which were initially developed by the General Plan Review Committee, are basic to the entire Menlo Park Comprehensive

Plan. Other, more specific goals, related to the various aspects of the Plan, are appropriately included in other parts of the Plan.

1. To establish a holding capacity for the City based on residential densities, taking into account individual site configurations, traffic access, availability of schools and parks, and feasibility of public facilities.
2. To maintain Menlo Park's character as an attractive residential community with generous open space and a variety of housing, to encourage integration by age, race and income, and to improve the appearance and quality of the housing stock throughout the City, particularly in the eastern part of the City.
3. To encourage Stanford University to retain their lands in open space to the greatest extent, particularly within the City's Sphere of Influence.
4. To reserve the Baylands for open space and conservation uses.
5. To plan compact expansion of the Downtown area, including distinctive design and increased public parking.
6. To encourage creative redevelopment of the El Camino Real frontage by planning for a variety of land uses, more landscaping, and adequate parking facilities.
7. To encourage moderate expansion of professional-administrative land use by designating additional lands where suitable.
8. To maintain industrial development on an attractive, well-designed basis in the previously established industrial districts.
9. To improve and expand, when necessary, existing community facilities and recreation facilities as the population needs change.
10. To carry out improvements to resolve local transportation and circulation problems.

11. To improve pedestrian and bicycle pathways by separating conflicts between these uses and auto traffic.
12. To encourage the extension of the Regional Mass Transit through San Mateo County to Santa Clara County with a Dumbarton Bridge loop to the East Bay.
13. To plan for new land uses on lands now held by institutions which may be discontinued or changed in the future.
14. To consolidate the City by annexing all unincorporated lands within the City's designated Sphere of Influence, and to work towards and anticipate the broadening of areas included in the official LAFCO's Sphere of Influence.
15. To encourage commerce and industry, which would help alleviate the City's unemployment situation, to locate or expand in the City.

SUMMARY OF MAJOR RECOMMENDATIONS

Major proposals are particularly influential in determining the character of future community development. A knowledge of these key recommendations will enable the citizens to better understand the development potentials of Menlo Park and the ways in which they are dealt with in the Plan.

Regional and Local Circulation

The circulation element of this Plan relates more to local than regional needs. The recommended local street improvements, together with a newly initiated bus system and a revised and expanded bikeway network, will help to facilitate the resolution of local circulation problems. Further study of the alternatives for regional mass transit is also encouraged. Future land use decisions must be made with potential traffic effects in mind.

Reduction of Residential Densities

Many of the presently developed single-family areas will be maintained as single-family areas. The allowable densities in the multi-family areas will be reduced in order to achieve accepted density levels, to help relieve potential traffic congestion problems, and to provide more open space. Likewise, density potential in the unincorporated areas will be examined upon annexation and shall be reduced to reflect the density levels established for the areas by this Plan.

Public Amenities

In order to create a more attractive atmosphere in the Central Business District, a coordinated system of public amenities, including street trees, street furniture and plazas, should be established. A pedestrian link between the Central Business District and the Civic Center is also proposed to tie these two vital areas together. Public amenities should also be planned in those neighborhood commercial areas that are already providing desirable services, conveniences, functional parking facilities and open space.

El Camino Real Redevelopment

The Plan proposes major redevelopment of the El Camino Real frontage, and particularly the "corridor" between the Southern Pacific Railroad and El Camino Real. Building height restrictions and land use regulations need to be re-evaluated. Mixing of uses, both vertically and horizontally, should be allowed for a more desirable usage of the land.

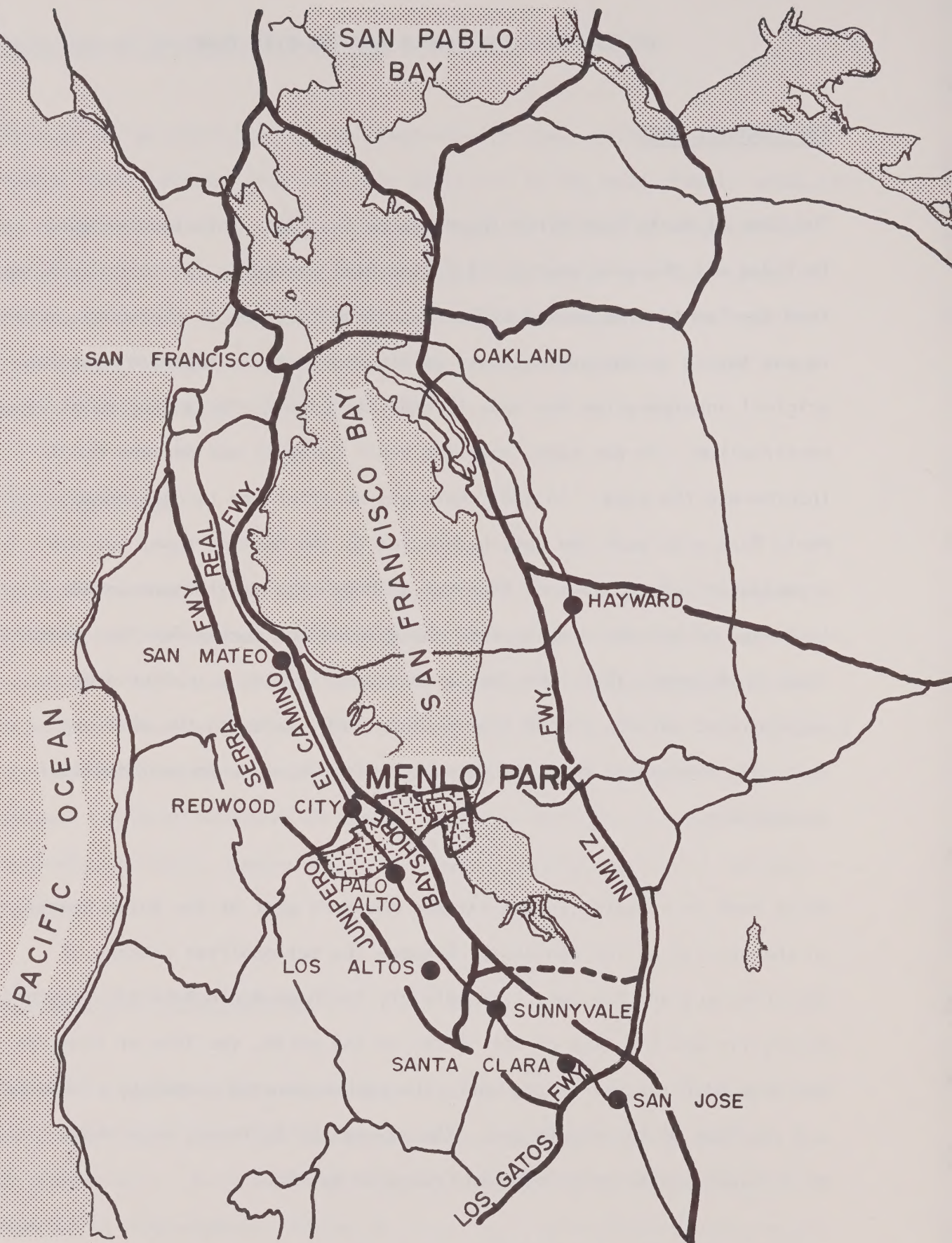
SECTION II - THE PEOPLE AND THE CITY TODAY

THE PLANNING AREA

The Town of Menlo Park first incorporated in 1874. This incorporation included all the area east of El Camino Real extending out to the Bay, and from the County line formed by San Francisquito Creek on the south, extending to and taking in the present town of Atherton. It is reported that the original incorporation was made in order to provide for a program of street construction. In any case, only two years later it was decided to disincorporate the area. In 1923 there was an effort to reincorporate Menlo Park with much the same boundaries as the earlier town, but the organization of the Town of Atherton a short time earlier prevented inclusion of all the area desired and delayed the matter for four years. Thus, in November 1927, the Town of Menlo Park, with a smaller area, incorporated for the second time. Since then, lands to the east and west have annexed to the City through a process of numerous individual annexations.

Menlo Park is situated in the extreme southern part of San Mateo County, on the bayside of the Peninsula, between the metropolitan centers of San Francisco and San Jose. Immediately south of Menlo Park lie Stanford University and the City of Palo Alto; to the north, the Town of Atherton and Redwood City; and to the west, the unincorporated community of Ladera and the Town of Portola Valley. The map on the following page shows Menlo Park's location in the San Francisco Bay Area.

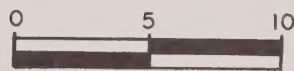
Within the regional context, Menlo Park is a key element of the "Mid-Peninsula", generally considered to be those communities between Redwood City and Sunnyvale.



MENLO PARK LOCATION MAP

FIGURE 1

SCALE IN MILES



Together with Palo Alto and Stanford, Menlo Park forms a subregional center for commerce, employment, education and cultural activities. The industrial parks in the Menlo Park-Palo Alto-Stanford area are centers for research and development and highly technical manufacturing processes.

The total area of the City as presently incorporated, which includes a sizable portion of the Bay, is about 19 square miles. The Menlo Park Planning Area also includes approximately 9 square miles of unincorporated land for a total area of approximately 28 square miles. The official Menlo Park "Sphere of Influence" is established by the Local Agency Formation Commission and consists only of those areas which can be considered for actual annexation by Menlo Park. The Planning Area is considerably larger in scope and extends generally from San Francisco Bay to the ridge between Ladera and Portola Valley, and from the County boundary at San Francisquito Creek to the boundaries of Redwood City and Atherton. The Stanford lands, which lie in the foothills to the west, are largely undeveloped, and only a portion of them lie within Menlo Park's Sphere of Influence; however, all the Stanford lands in San Mateo County are included in the Menlo Park Planning Area. Figure 2 indicates the Planning Area boundaries.

POPULATION

Population Growth Trends

The U. S. Census of 1970 reported that a total population of 26,734 persons resided within the corporate limits of Menlo Park.¹ The size and change in composition of the population of the City over the years occurred from a

¹ Official population count -- 26,906;
Corrected by Bureau of the Census, 1971.

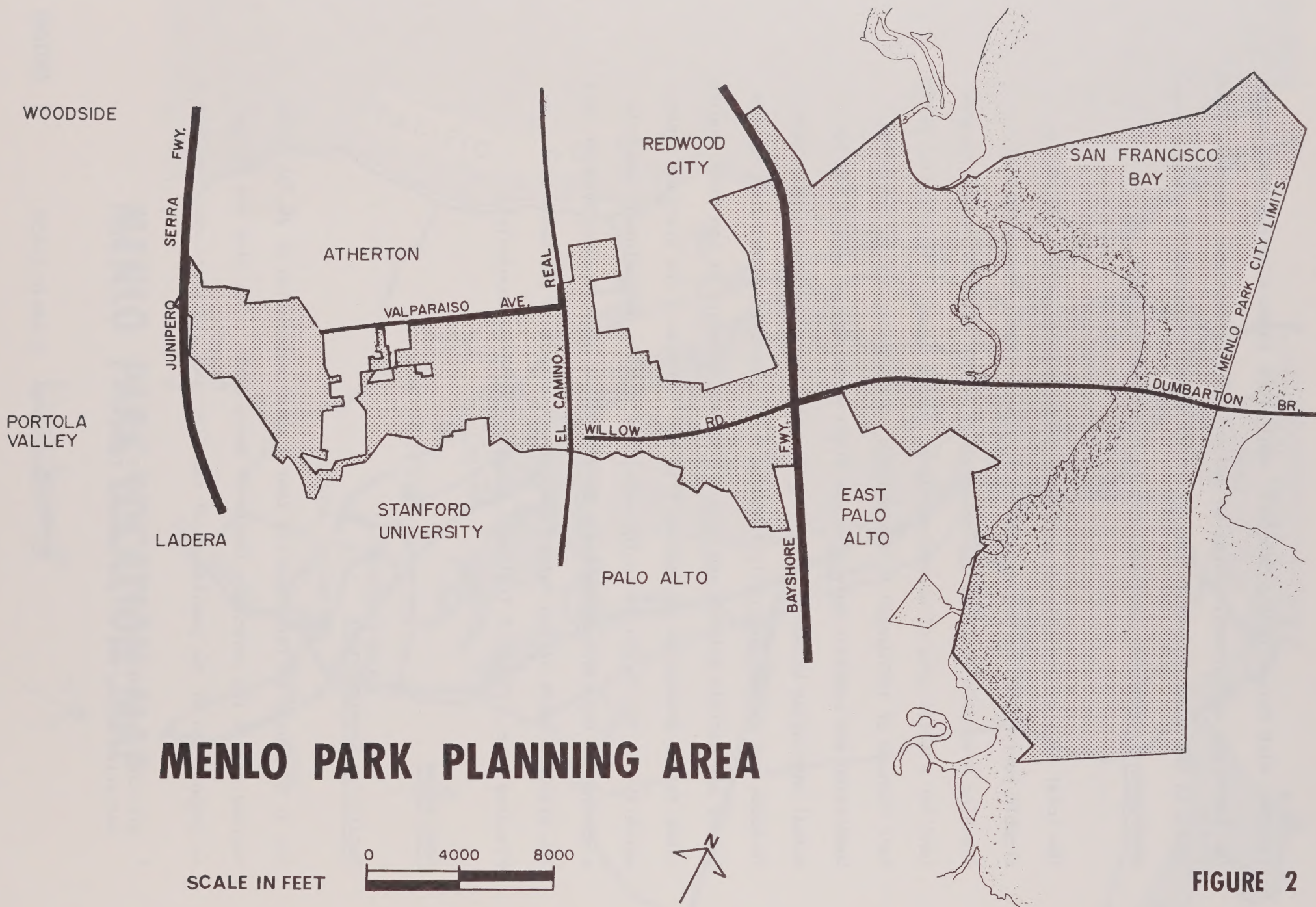
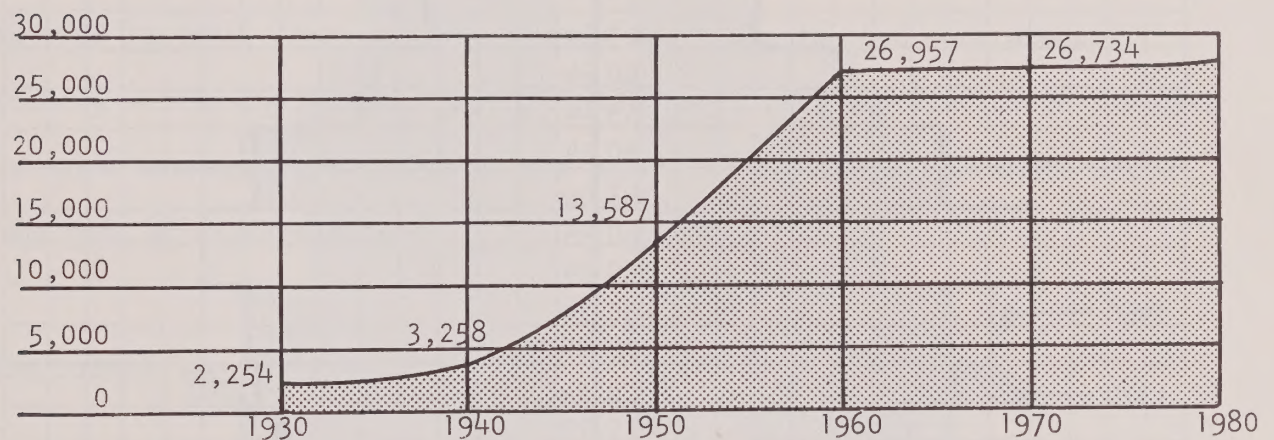


FIGURE 2

combination of new development, migration, annexation, change in family size, and natural increase. The City had its greatest percentage change (317%) between 1940 and 1950, and its greatest numerical change (13,370) between 1950 and 1960, a period coinciding with the postwar increase of fertility rates throughout the nation and expansion of employment opportunities in the Bay Area. Since 1960, Menlo Park's population has stabilized in numbers, which can be attributed to the relative lack of available vacant land for residential development and the nationwide trend of low fertility and birth rates.

FIGURE 3
City of Menlo Park Population

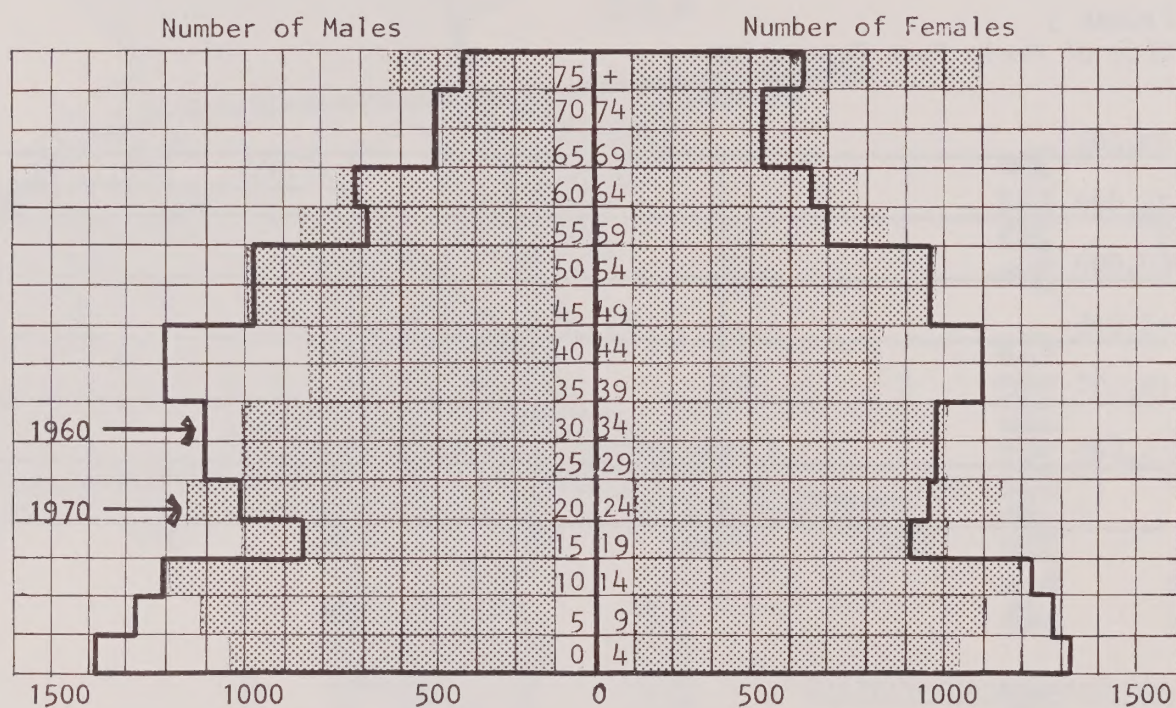


Age-Sex Characteristics

Review of population by broad age groups, during the 1960-1970 period, indicates that the pre-school group (0-4) and the school-age group (5-19) decreased in population presumably due to the low fertility and birth rates. The adult group (20-64) and the elderly group (65+) increased in population. This increase can be attributed to the maturing of the population and the higher survival rates over the last decade.

There were more males in the City's population in 1960, and while the majority of infants born in the ten-year period were males, reflecting the higher birth rate for males, Menlo Park had slightly more females by 1970, probably due mainly to the longer life span of females. The median age for men decreased slightly, from 32.7 in 1960 to 32.4 in 1970, while the median age for women increased from 33.3 in 1960 to 37.8 in 1970. Figure 4 is a population pyramid presenting changing age-sex characteristics.

FIGURE 4
Age - Sex Characteristics, 1960 - 1970



Racial Characteristics

Even though Negro and other non-white racial groups increased numerically between 1960 and 1970, the population of Menlo Park remained 80.1 percent white. Communities near Menlo Park recorded the following percentages

of total population as non-white: Redwood City, 3.9 percent; Palo Alto, 7.3 percent; East Palo Alto, 66.3 percent; Los Altos, 2.6 percent; Portola Valley, 1 percent; Atherton, 2 percent; Mountain View, 7.8 percent; Sunnyvale, 5.4 percent. This indicates that with the exception of the adjacent unincorporated community of East Palo Alto, Menlo Park, with 19.9 percent of non-white population, contained a higher proportion of racial minorities than any of the neighboring communities in the Mid-Peninsula.

These racial minorities are not evenly distributed throughout the City; 93 percent of all the blacks in Menlo Park live in the Belle Haven area. Concentration of blacks within this area results from the combination of several factors: lack of suitable and available low and moderate cost housing within the western part of Menlo Park; racial prejudice on the part of some landlords and realtors; the desire of blacks to live with blacks; and fear of discrimination.

Employment

The most recent employment figures for Menlo Park's resident population are those given in the U. S. Census of 1970. It indicates that 41.1 percent of the total labor force engages in professional, technical or management type of employment. Only 2.0 percent were classified as laborers. The remaining 56.9 percent of the employed people were skilled or semi-skilled workers. Likewise, the Planning Area is significantly high in professional and related services, reflecting the presence of special institutions such as Stanford Research Institute, the Stanford Linear Accelerator Center, Stanford University, the Veterans Administration Hospital, the U. S. Geological Survey, and other research organizations which are located in the area.

Since 1960, employment within the area steadily increased. This increase was experienced in the professional and administrative occupation groups. However, between 1960 and 1970, a change in the location of employment of Menlo Park residents also occurred. The number of people who commuted to San Francisco decreased, and presently only one-tenth of the employed people residing in Menlo Park commute to San Francisco. San Mateo County now employs 45 percent, and Santa Clara County employs 38 percent of the total labor force of Menlo Park.

Unemployment

The rate of unemployment for the San Francisco Bay Area at the time of the 1970 Census was about 5.8 percent, and the current rate is approximately 7.9 percent, or an increase of about 38 percent.¹ The rate of unemployment for the City of Menlo Park, in 1970, was about 3.7 percent and assuming an increase equivalent to that of the Bay Area now is about 5.1 percent. An analysis of how the incidence of this unemployment is distributed throughout the City is needed before an accurate assessment of its impact can be determined. Identification of the unemployed, in terms of their job experience, level of skill, and levels of education or training is necessary in order to determine what policies and programs are needed to effectively deal with the problem of unemployment. There are no recent studies available which can provide this information. However, it can be surmised that the highest incidence of unemployment probably exists in neighborhoods where a large proportion of households are in the lowest income range.

¹ San Francisco Office of Labor Market Analyst
Employment Development Department
U. S. Department of Labor, September 1974

Income

An analysis of the income of families in Menlo Park, San Mateo County, and the State during 1969, from the U. S. Census of Employment, 1970, indicates that 89 percent of Menlo Park's families had an income of over \$5,000 per year, while during the same period the percentages for the County and the State were 91 percent and 85 percent respectively. Comparing the family income by groups indicates that the City had a wider range of income than the County, and also had a larger proportion of families in both the highest (over \$25,000) and the lowest (under \$5,000) income range.

The median family income in Menlo Park for 1969 was \$13,538. This income figure was on a level with the County's median income of \$13,222 and much above the State's median of \$10,732. Comparing median family income throughout the City indicates that the highest was found in the Sharon Heights area (\$24,799) and the lowest in the Belle Haven area(\$7,656).

TABLE I
1969 Income of Families

<u>Income (\$)</u>	<u>Families</u>
1 - 4,999	771
5 - 7,999	863
8 - 9,999	682
10 - 11,999	684
12 - 14,999	901
15 - 24,999	1,927
25 - 49,999	888
50,000 and Over	208

Source: U. S. Bureau of the Census, 1970

Table I gives a detailed breakdown of Menlo Park family income in 1969.

The total number of families involved was 6,924.

LAND USE

Extent of Present Development

The total incorporated area of the City consists of 19 square miles, which include a very sizable area of bay waters, salt ponds and marshlands. The actual urbanized section of Menlo Park consists of six square miles, and the majority of it has been developed. The major vacant areas are in the industrial district near the Bay, and in the residential districts in the Sharon Heights area of the City. One further identifiable area, while not completely vacant as such, but clearly encompassing a large amount of undeveloped acreage within it, is the lands of the St. Patrick's Seminary.

Adjacent to the southwest portion of the City there is a large, unincorporated, wedge-shaped residential section referred to as University Heights, which separates the Sharon Heights area from the rest of the City. In addition, smaller unincorporated parcels are distributed around the perimeter of the City. There has been a long-standing policy to annex these areas for the purpose of unifying the City, however, Menlo Park can do little to affect their development possibilities as long as these "islands" remain unincorporated.

An extensive land use survey was made of Menlo Park in 1964, prior to the previous General Plan. This survey has been updated as part of the data-collecting efforts of this Plan and reflects the land use patterns of late 1973. The results of this survey are shown in Table 2 and also graphically depicted on the map entitled "Existing Land Use", Figure 5.

TABLE 2

Existing Land Use (In Acres) by Zoning District - July, 1974

	ZONE																					
TYPE OF USE	R-E	R-E-S	R-1-S	R-1-U	R-2	R-3	R-3-A	R-3-C	R-L-U	C-1	C-1-A	C-1-B	C-1-C	C-2	C-3	C-4	M-2	F-P	H	O-S-C	TOTAL	PERCENTAGE DEVELOPED
Single Family	79.6	30.3	488.4	609.9	48.9	44.8		16.0	3.9	4.0	3.7				1.4	2.6	3.5				1,337.0	35.15
Duplex	0.9			5.8	20.9	15.3	0.9	2.2								1.2					47.2	1.24
Multiple Apts., Boarding				2.5	2.5	93.3	71.0	11.3	0.7		1.9		6.4			1.8					191.4	5.03
Hotel & Motel				1.3												1.7					3.0	0.08
Industrial																	330.4				330.4	8.69
General Commercial				0.3				0.2			0.5			5.2	17.0	51.3	10.0				84.5	2.22
Office				0.1		1.2		1.2		102.6	7.5	30.4	92.3	1.8	7.0	3.6	0.6				248.3	6.53
Service Station														0.3		11.8					12.1	0.32
School	6.7		125.1	31.8																	163.6	4.30
Church	8.2		12.6	5.9	13.1	3.3											2.1				45.2	1.19
Park			25.5	25.5		0.6														25.5	77.1	2.03
Golf Course			12.4																	102.1	114.5	3.01
Utility				12.5		0.2							3.9				0.2	160.3	5.9		183.0	4.81
Public-Semi Public			106.6	1.0		0.4					0.3						0.7				109.0	2.87
Parking Lots				1.2	1.1	0.4		0.5						0.6	11.0	5.5					20.3	0.53
Streets & Alleys	11.8	9.3	156.7	208.3	14.7	51.5	16.9	6.7	0.1	12.2	2.4	2.2	13.2	4.4	10.6	20.2	41.8	0.9	0.1	10.3	594.3	15.63
State Highways			0.9	22.6	0.3	12.6									1.2	19.8	40.4	32.4		11.0	141.2	3.71
Railroad			3.1	10.9		3.9					0.2				1.9	7.9	33.5	34.5			95.9	2.52
Historic				1.2	1.1	0.3		0.6		0.3									1.9		5.4	0.14
TOTAL DEVELOPED	107.2	39.6	931.3	940.8	102.6	227.8	88.8	38.7	4.7	119.1	16.5	32.6	115.8	12.3	50.1	127.4	463.2	228.1	2.0	154.8	3,803.4	100.00
Vacant		45.1	5.9	7.5	1.5	4.2				6.8			34.7		0.2	4.4	193.4				303.7	
Salt Pond																		2,193.2			2,193.2	
Marsh Land																		276.8			276.8	
Mud Flat																		2,230.4			2,230.4	
Water																		2,812.6			2,812.6	
Dump																		25.2			25.2	
TOTAL	107.2	84.7	937.2	948.3	104.1	232.0	88.8	38.7	4.7	125.9	16.5	32.6	150.5	12.3	50.3	131.8	656.6	7,766.3	2.0	154.8	11,645.3	

Residential Uses

The predominant land use is residential with 1,549 acres, which is about 40 percent of the urbanized portion of Menlo Park. Approximately 85 percent of the residential land is occupied by single-family homes. There are four different classifications of single-family residential use. Varying densities correspond with the several zoning district designations. Each district prescribes specific development regulations such as minimum lot size, lot dimension, required yards, and maximum land coverage. These districts are: Residential Estate, (R-E), with a minimum lot area of 20,000 square feet and a maximum allowable density of 2.1 dwelling units per acre; Residential Estate Suburban, (R-E-S), with a minimum lot area of 15,000 square feet and a maximum allowable density of 2.8 dwelling units per acre; Single Family Suburban Residential, (R-1-S), with a minimum lot area of 10,000 square feet and a maximum allowable density of 4.3 dwelling units per acre; and Single Family Urban Residential, (R-1-U), with a minimum lot area of 7,000 square feet and a maximum allowable density of 6.2 dwelling units per acre.

Most of the homes in the single-family residential districts were built between 1940 and 1960. Since then, a majority of the building permits issued have been for multi-family structures. This trend toward multi-family residential development is occurring throughout the United States and is due primarily to the high costs of land and construction. By 1970, Menlo Park had a total of 10,345 dwelling units¹ and 37.6 percent of this total were multi-family units. Table 3 shows the City's housing distribution for 1960 and 1970 by type of structure.

¹ Official housing unit count -- 10,396;
corrected by U. S. Bureau of the Census, 1971.

TABLE 3
Housing Distribution by Type of Structure, 1960 and 1970

Type of Structure	1960		1970	
	No.	%	No.	%
1 Unit	5,902	67.2%	6,458	62.4%
2 or More Units	2,876	32.8%	3,880	37.5%
Trailers or Boats	---	---	(B) 7	0.1%
Total	8,778	100%	10,345	100%

Source: U. S. Bureau of the Census, 1960 and 1970

During the review process the General Plan Review Committee had expressed a desire to have the density of the multi-family districts in Menlo Park significantly reduced from the 1966 General Plan and Zoning Ordinance regulations. The Planning Commission, after a six-month study and several public hearings, recommended to the City Council that the existing Medium Density Apartment District, (R-3), and the High Density Apartment District, (R-4), be replaced with a new R-3 district which would lower the potential density, increase open space, and be helpful to upgrade the quality of development. The proposal would likewise reduce the potential density in the Garden Apartment Residential District, (R-4-A), and High Density Apartment-Office District, (R-4-C), to the new R-3 density. After several public hearings and considerable study, the City Council accepted the recommendation and adopted the amendment to the Zoning Ordinance in January, 1974.

As a result of this revision there are now two basic densities possible for multi-family residential development. These two different densities

are contained in the Low Density Apartment District, (R-2), and Apartment District, (R-3). In each district a minimum lot area of 7,000 square feet is required but the number of dwelling units that are allowed on a lot varies. The R-2 district requires 3,500 square feet per dwelling unit, while the number of dwelling units allowed for the R-3 district is derived from a formula $(\text{Lot Area} \div X)$, where X ranges from 3,333 for lots with 7,000 square feet to $X = 2,350$ for lots with 90,000 square feet or more. Within the R-3 district, there are two additional classifications, all with the same density requirements. The first, Garden Apartment Residential District, (R-3-A), requires a larger minimum lot area and the height of the structures is not limited to 35 feet as in the R-3 district. The second classification, Apartment-Office District, (R-3-C), permits the option of residential or office development as long as they are not in the same structure or on the same property.

There is another classification of a multi-family residential zoning district: Retirement Living Units District, (R-L-U). This district requires a minimum lot area of 20,000 square feet and a minimum land area of 800 square feet per dwelling unit. Specific development regulations such as minimum lot dimensions, minimum yards, maximum height of structures, and land coverage are also prescribed.

Multi-family residential zoning districts are located throughout the City. For the most part, each district so zoned for multi-family is developed in multi-family dwellings. The major exceptions are the sections north and south of the Downtown area. In these areas a multi-family zoning was superimposed upon neighborhoods with many existing single-family dwellings,

which has resulted in a mixture of single-family and multi-family structures. Other minor exceptions occur in the Willows area of the City, where duplexes are interspersed with single-family dwellings.

Generally, in the multi-family zoning districts, two approaches to site design and development have been practiced. As a result, the intensity of land use varies in accordance with the approach used. Sharon Heights illustrates the best example of one development approach, the cluster concept of site design. Here a large number of dwelling units were grouped together, or clustered, preserving sizable areas of the site in permanent open space. The other approach to land development is most apparent in areas such as along Coleman Avenue, where the dwelling units were developed to the maximum density allowable, were sited without relating to existing dwellings or natural surroundings and without providing any usable open space. Most multi-family dwelling structures have been developed somewhere in between the two extreme examples cited -- i.e., moderate size lots, less than maximum density permitted, but developed independently of neighboring structures, and each development providing only a minimum of usable open space.

Commercial Development

There are 99.6 acres of land devoted exclusively to commercial and retail uses within the City limits of Menlo Park. The major commercial districts are in a compact area centering around Santa Cruz Avenue, and in a strip along both sides of El Camino Real. Additional strip commercial development is along parts of Willow Road and several neighborhood centers are scattered throughout the City.

It is to the community's interest to have healthy commercial areas as they contribute substantially to the financial well-being of the City by providing tax revenues and jobs. Commercial areas also provide community identity and create the activity vital to an urban community. The General Plan Review Committee proposed policies for the commercial districts which will permit new development possibilities, and encourage the inclusion of additional facilities. Discussion of the commercial growth potentials and the proposed policies is to be found in Section III of this Plan.

Professional-Administrative Uses

The professional-administrative areas employ the majority of people working in Menlo Park. These office complexes have received widespread recognition throughout the nation as outstanding and successful developments exhibiting unusually good architectural design, site planning, landscaping, and generous amounts of open space. The major factors contributing to the success of these projects are the high development standards established for these areas and the development plan review by the Planning Commission. Since the original inception of the "professional zone" twenty-five years ago, the Planning Commission has experimented with new design concepts for the professional-administrative land development which have often been employed later by other cities and towns. The Linfield Oaks development, in the vicinity of Middlefield Road, is the result of this early experiment in successful development of professional-administrative offices, in close proximity to residential uses, which has brought Menlo Park recognition as a leader in creative planning controls. The recent development of the Sand Hill Circle complex is the latest example of this innovative approach,



Sharon Heights -- Dwelling Units Developed Around Open Space

Sand Hill Circle Complex -- Multi Family Units and Offices



which preserves the natural amenities of the land and utilizes a creative combination of land uses -- offices, multi-family dwellings, and significant amounts of open space.

Presently there are 326.8 acres designated for professional-administrative uses and 76 percent of these acres are developed. A limited expansion of this land use could take place in specially selected areas. The General Plan Review Committee considered the east side of Middlefield Road, parts of El Camino Real in the vicinity of Ravenswood Avenue, and areas north and south of the Downtown as alternatives for possible expansion of this land use. It was decided that an area plan be prepared for the area between Downtown and Valparaiso Avenue which would indicate lands most suitable for professional-administrative development. The major considerations in the area plan studies will be the access and parking availability, and this is primarily due to the level of traffic which professional-administrative uses usually generate. These factors and all other environmental considerations will be analyzed in the area plan studies.

Industrial Uses

A park-like development approach also has been used in the industrial districts, which for the most part are located between the Bayshore Freeway and San Francisco Bay. These districts have the largest amount of land available for development. In 1973 there were 540 acres designated for industrial use and about 330 acres are developed, mainly with manufacturing concerns, warehousing and distributive uses. Presently, development in the industrial district is occurring at a slow rate. If the Dumbarton

Bridge replacement and new approaches are constructed it is anticipated that the rate of development of this land will increase.¹

Alternative land uses for this district have been studied, however, due to its location and present development, it is the most suitable area for industry. The major concern related to this land use is the level of traffic that will be generated as the industrial areas reach their full development. It is recommended that the existing high standards of development be maintained as the expansion takes place. Furthermore, it is anticipated that the proposed extensions of Marsh Road and a southerly route, probably University Avenue, as part of the Dumbarton Bridge replacement, will provide additional access into the area and mitigate to some degree the impact of the increased traffic volume.

TRAFFIC AND CIRCULATION

When Menlo Park was originally developed, it was, and still is, primarily residential. The centers of employment were initially San Francisco and, later, Redwood City and Stanford University. A street system was laid out to provide access to the railroad station and to the business district, then centered along Oak Grove Avenue and El Camino Real. The system adequately serviced the small resident population. The original street framework is still evident in today's street system.

¹ Final EIR, State of California, Department of Transportation
Discussion of Growth Inducing Impact, pg. IX-1

There are four road classifications within the City's street system: freeways; arterials; collectors; and local streets. They provide different degrees of transportation services and land access, and are closely related to land use patterns. Freeways provide for rapid and efficient movement of large volumes of through traffic between and across urban areas. They have limited and controlled access and are not intended to provide direct access to adjoining properties. Arterials are major streets that provide for through traffic movement across the City and between different areas of the City. Their principal service function is through movement but they also provide some direct and indirect land access. Collector streets provide for traffic movement between arterials and local streets. They have direct access to abutting property. Local streets provide direct access to abutting property and local traffic movement.

In the past few decades there has been a substantial increase in local economic growth which has resulted in different and more numerous employment centers. Residential development of the surrounding cities has continued, and there has been a general increase in the usage of the automobile. Although the beginning of a trend toward less reliance on the automobile may be underway, with traffic patterns changing certain inadequacies in the existing street system have become apparent. Figure 6 indicates the present traffic circulation system.

Access

Menlo Park is divided into sections by north/south major arterials and freeways. El Camino Real, closely paralleled by the Southern Pacific



PRESENT TRAFFIC CIRCULATION

MENLO PARK, CALIFORNIA



SCALE IN FEET:



LEGEND

- FREEWAY**
- MAJOR STREET (ARTERIAL)**
- SECONDARY STREET (COLLECTOR)**
- SOUTHERN PACIFIC RAILROAD**

FIGURE 6

Railroad, bisects the City. The eastern portion of the City is cut again by Middlefield Road and more dramatically by U. S. Highway 101. Menlo Park is served by two access points from U. S. Highway 101, Marsh Road and Willow Road. In the western portion, the Alameda de las Pulgas creates a divide, and further west, Menlo Park comes in contact with Interstate 280 and has two access points, Alpine Road and Sand Hill Road. These major transit arteries act as access routes to the surrounding cities and employment centers to the north and south.

Currently, there are no direct east-west connections between these major north-south thoroughfares and the various neighborhoods within Menlo Park; and only three streets, Glenwood-Valparaiso Avenue, Oak Grove Avenue, and Ravenswood Avenue cross El Camino Real and the Southern Pacific Railroad lines. Ravenswood Avenue is the most heavily traveled crossing, serving more than half of the City traffic desiring to cross El Camino Real and the railroad lines. Because of this, and the existing indirect connection or "dog-leg" intersection at El Camino Real, Ravenswood Avenue is heavily congested. Many streets which provide some form of connection between the different neighborhoods of Menlo Park and the north-south transit routes of necessity perform dual functions. They serve large volumes of through traffic and, at the same time, provide access to abutting properties, usually residential in character.

Willow Road provides the main access to Menlo Park and surrounding cities from Belle Haven and the Dumbarton Bridge. It serves as a partial east-west connection route and provides through traffic and local traffic movement.

Further discussion of specific transportation issues, with accompanying policies and recommendations, will be found in Section III of this Plan.

PUBLIC FACILITIES AND SERVICES

Menlo Park has a wide variety of public services and facilities available to the residents. Some of the services and facilities are under the jurisdiction of the City, but many are governed by special single-purpose districts. Special districts are established for the purpose of carrying on a specific activity within defined boundaries. The district boundaries in and around Menlo Park are in no way related to or contiguous with municipal boundaries. Present community facilities are shown in Figure 7.

Public Schools

The Menlo Park Planning Area is served by four elementary school districts: Menlo Park, Ravenswood, Las Lomas, and Portola Valley. The number of primary school-aged children has declined over the years, as indicated in the U. S. Census of 1960 and 1970, and the decline is anticipated to continue. As a result, no new construction is projected and some school sites may be phased out. The actual future of the possibly unused, under-used, or surplus school sites is undecided by the school districts at this time.

The entire Planning Area lies within the Sequoia Union High School District. The District is served by three high schools: Menlo-Atherton, Ravenswood,

and Woodside. The District's administration also projects decreased enrollment. There is a study in progress to determine future actions by the District in light of a declining student body.

Parks, Recreation, and Open Space

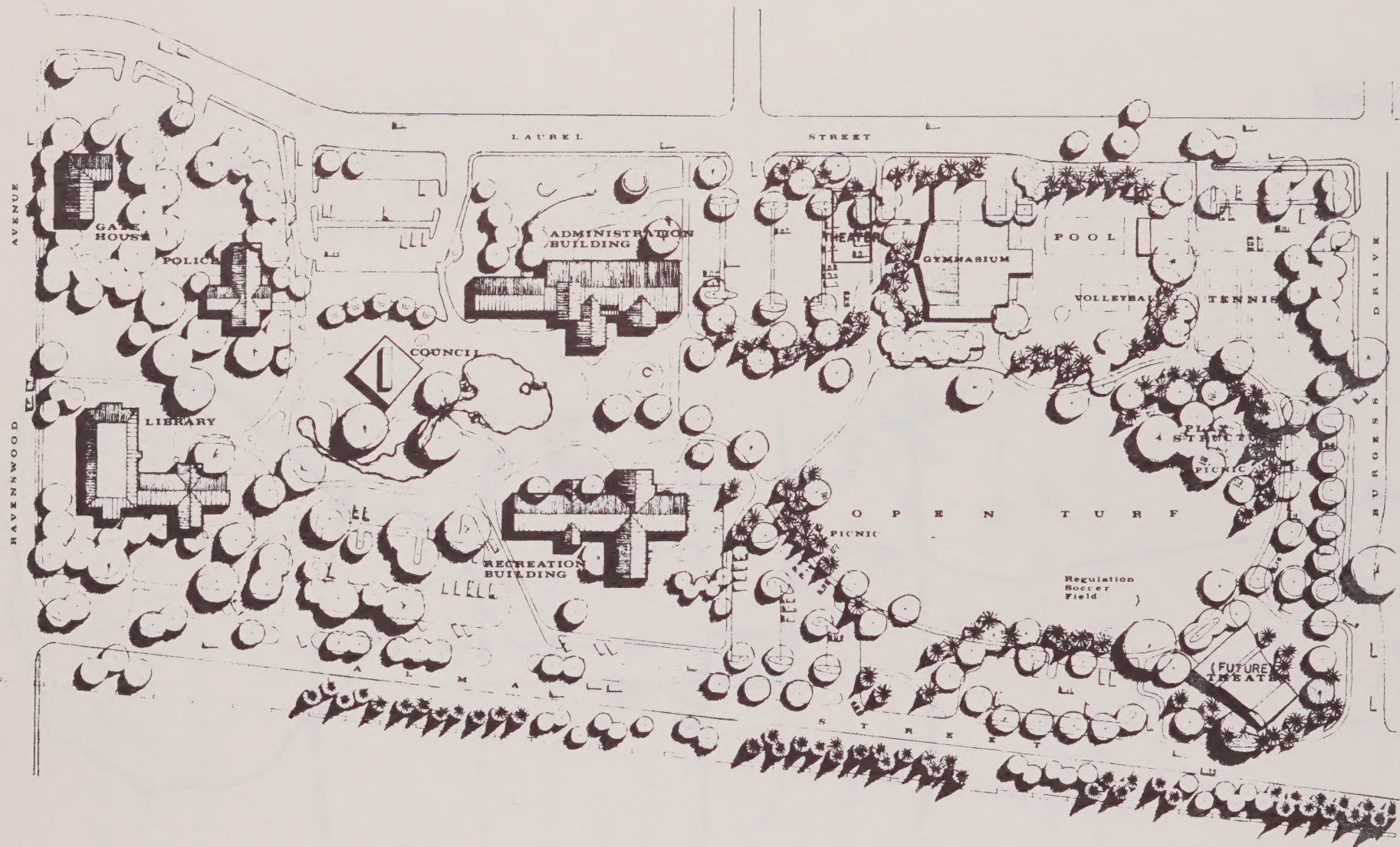
Three recreational jurisdictions operate within the Planning Area: the Menlo Park Recreation Department, the Ravenswood Recreation District, and the County Recreation Department.

The City of Menlo Park owns and maintains approximately 60 acres of recreational open space. The City's Recreation Department operates numerous classes, projects and trips for the Menlo Park residents and cooperates with the school districts to provide neighborhood and community play facilities and programs available year-round. The Open Space and Conservation Element of the General Plan identifies and discusses in depth the parks, recreation facilities, and open space lands within the Planning Area. The adopted goals for Open Space and Conservation are included in Section III of this Plan.

Other Public Facilities

Civic Center - Burgess Park Complex

The Menlo Park Civic Center - Burgess Park Complex consists of the Council Chambers, Administration Building, Police Station, Library, Recreation Center, Burgess Theater, and about 12 acres of park land, all of which



CIVIC CENTER—BURGESS PARK COMPLEX

SCALE IN FEET



Menlo Park, California

Courtesy Of Arutunian/Kinney Assoc. &
Clark, Stromquist & Sandstrom

FIGURE 8

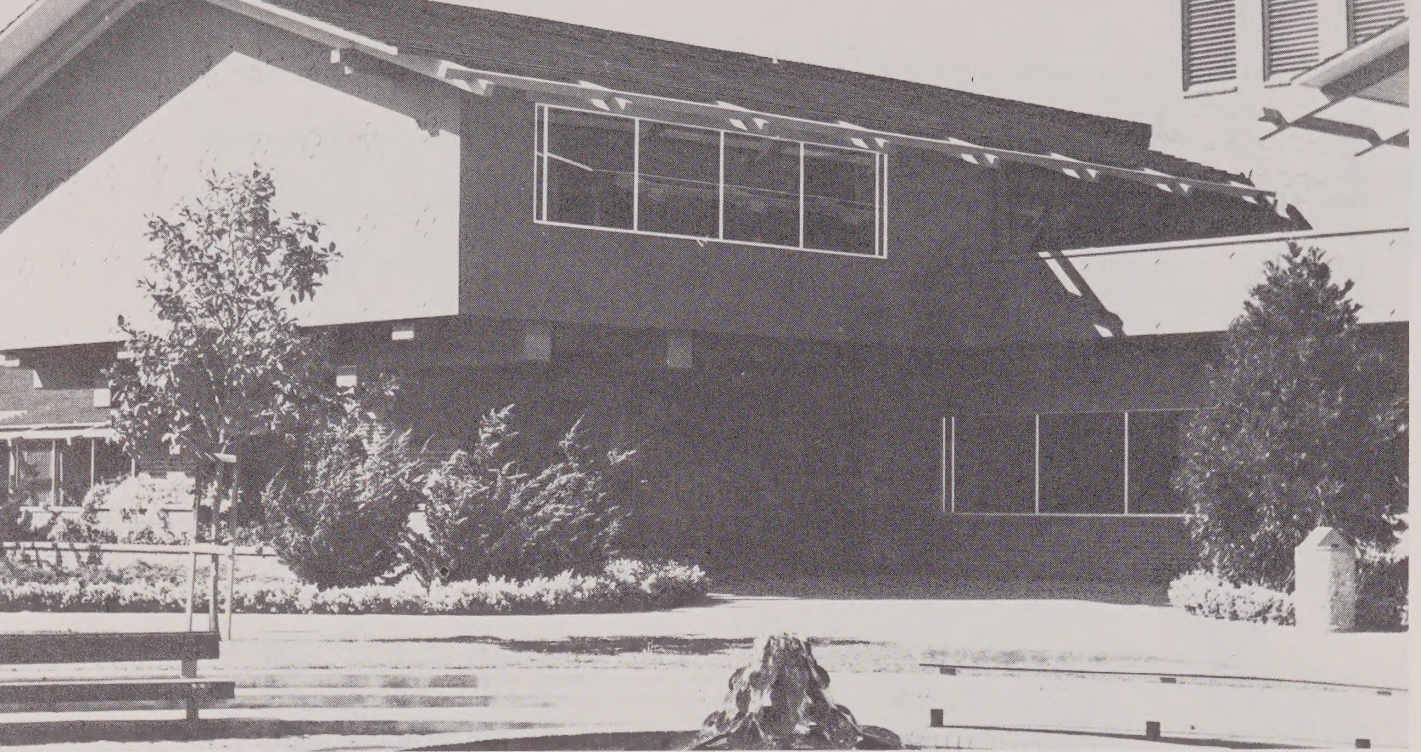
provide various community facilities and services. A revised plan for the entire Complex was prepared during 1973 as part of the consideration for the replacement of the Burgess Gymnasium, which was destroyed by fire in 1971. Its replacement is scheduled for completion by fall, 1974. In addition, a new facility to replace the existing theater building is envisioned sometime in the future and will complete the Civic Center. Figure 8 shows the Civic Center - Burgess Park Complex.

Kelly Park Neighborhood Center

Kelly Park, in the extreme northern corner of the Belle Haven area of the City, was established in 1962. The Neighborhood Center, constructed in 1972, is located in the park and provides the much needed focal point for community participation and recreation. A new swimming pool and related facilities have also recently been constructed in Kelly Park.

Little House

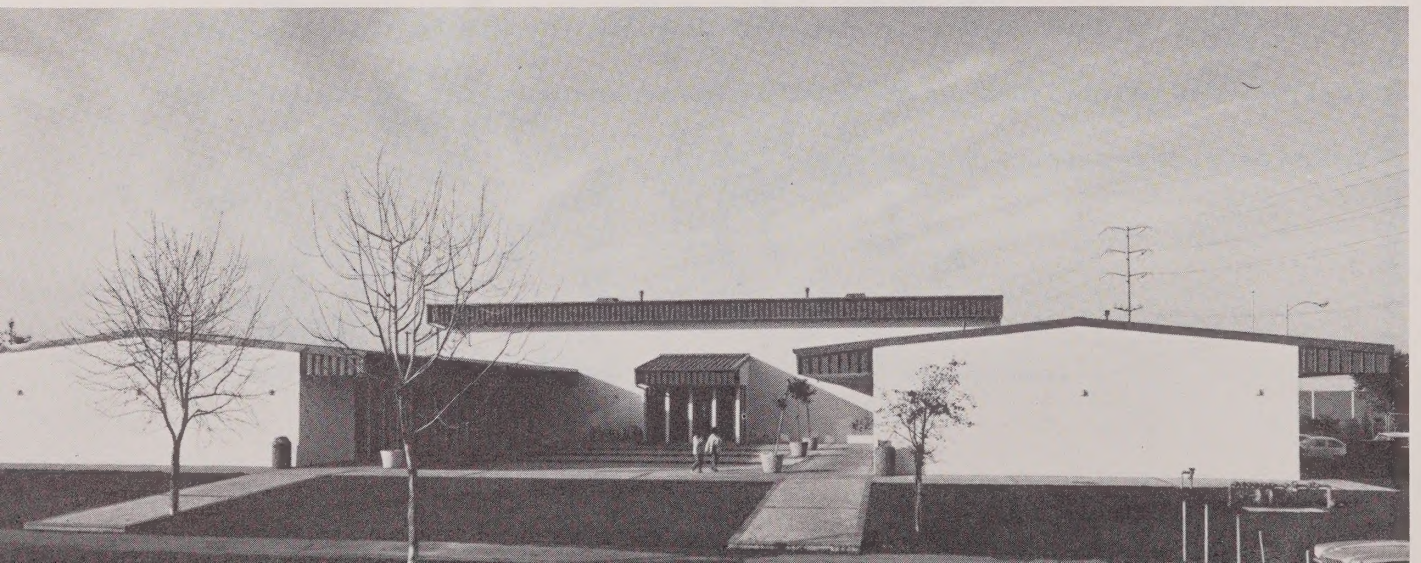
Little House provides activities and programs for people who are 55 years of age and over, and is located on City property in Nealon Park. The location is ideal and serves as a community center for the senior citizens concentrated in that general area and throughout the Mid-Peninsula. The facility was established in 1949 and is owned and operated by the Peninsula Volunteers, who support and maintain it.



Civic Center Complex

Kelly Park Neighborhood Center

Photo by: Bob Clark

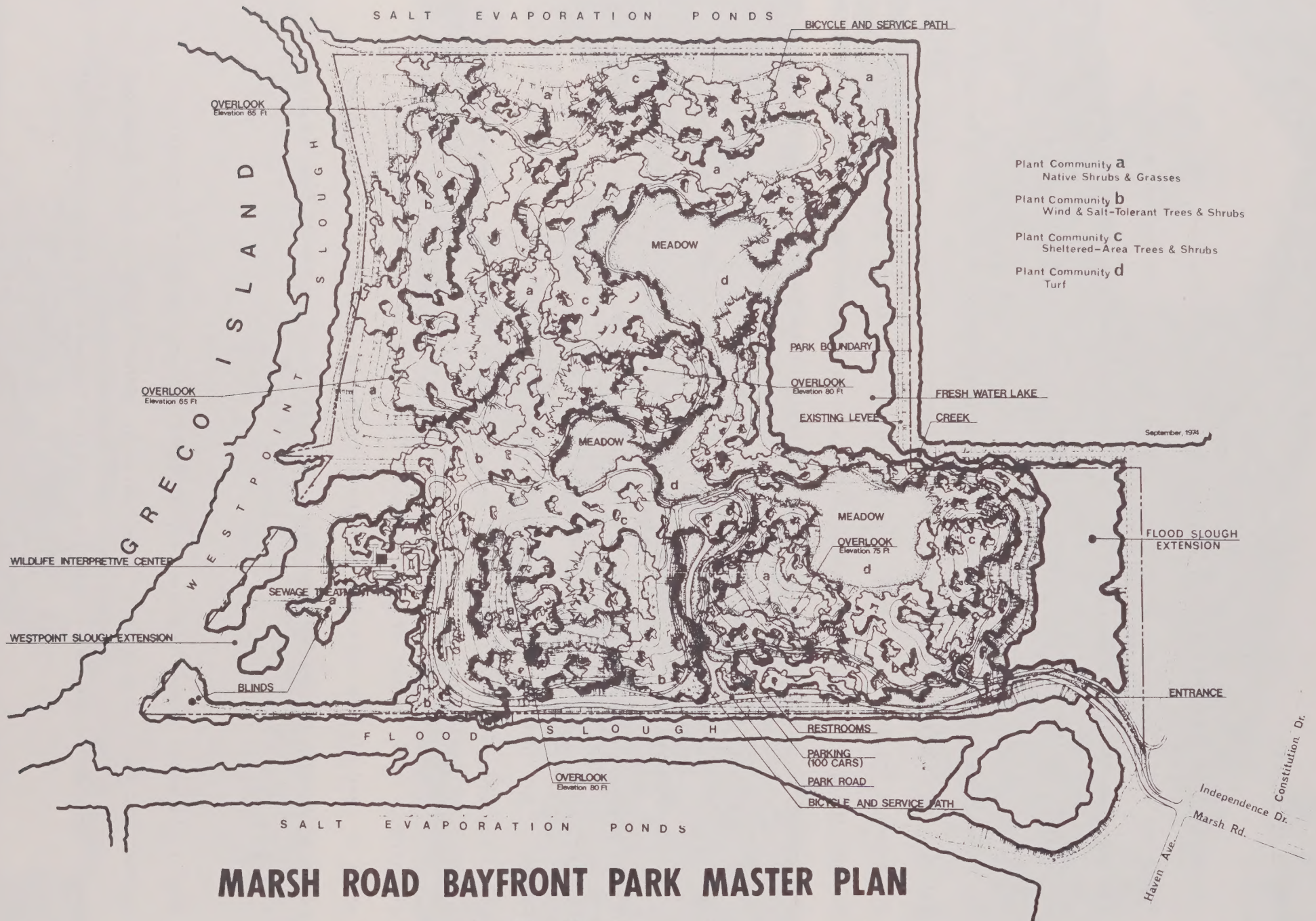


Public Utilities

The Menlo Park Fire Protection District covers all of Menlo Park, East Palo Alto, and additional areas in Atherton and adjacent, unincorporated areas in San Mateo County. It maintains six fire stations which give full protection to all the developed area within the District.

The Menlo Park Sanitary District serves Menlo Park, parts of Atherton, Portola Valley, and unincorporated areas of San Mateo County, including the community of Ladera. Treatment facilities are located adjacent to the proposed Bayfront Park at the end of Marsh Road. Its function and degree of treatment are under the jurisdiction of the Regional Water Quality Control Board. This Board is charged with planning for and implementing a regional water quality plan. To implement this plan, specific sub-regional plans were devised to coordinate local facilities. The Menlo Park Sanitary District had the option of being included in either the South Bay Dischargers' or the San Mateo County's sub-regional plan. The District reviewed both plans and decided to follow the course of action proposed by the San Mateo County plan. According to this plan, the District's facilities will be phased out by 1977-78; wastes will then be pumped to a regional facility at Redwood Shores for treatment and discharge. Upon removal of the treatment facilities, an additional twenty acres of land will be available and the City should acquire this land and include it as part of the Bayfront Park. The Bayfront Park Master Plan is shown in Figure 9.

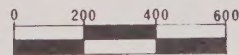
The City's water comes from the City of San Francisco-operated Hetch-Hetchy system, and for the most part is delivered by either the Menlo Park Municipal Water Department, the California Water Service Company, or the O'Connor Tract



MARSH ROAD BAYFRONT PARK MASTER PLAN

Courtesy Of Royston, Hanamoto, Beck & Abey

SCALE IN FEET



Menlo Park, California

FIGURE 9

Mutual Water Company. In the past, Menlo Park and other cities using Hetch-Hetchy water could increase their demand for water as needed. This opportunity may not continue into the future, as the City of San Francisco is considering the possibility of limiting the cities the system serves to an established quantity of water. San Mateo County, in conjunction with the cities served by the Hetch-Hetchy system, is initiating a study to determine the County's future water needs and potential additional sources to accommodate these needs.

The City's gas and electricity are supplied by the Pacific Gas and Electric Company, a private corporation, through its integrated transmission and distribution networks. Planning for the generation of power and the supply of gas is provided by the utility.



Proposed Bayfront Park Site

POPULATION PROJECTION AND RESIDENTIAL DEVELOPMENT

During several of the General Plan Review Committee meetings, the following interrelated questions were raised: What is Menlo Park's maximum population potential? How big would we ultimately be if all the land in the City were developed as presently zoned? How much increase in population would we have if we annexed some, or all, of the already developed surrounding unincorporated pockets of land? How about the unincorporated areas that are still undeveloped? Just how big should we really be? What is our optimum size?

In the body of the discussion that follows, some of the above questions are answered. Part of the discussion deals on a broad basis with the maximum holding capacity of the City in terms of the City's 1966 General Plan and the zoning based on that Plan. Further, based on the existing County zoning and General Plan, it projects the holding capacity of the City in the future if some, or all, of the surrounding unincorporated areas were to be annexed to Menlo Park. Another facet takes these implications one step further and analyzes the multi-family zoning districts in the City, as this is where the greatest growth possibilities exist. Furthermore, it discusses actions, some of which already have been taken, to implement the population growth policies recommended by the General Plan Review Committee. Finally, in conjunction with the discussion on policies, the beneficial and adverse environmental impacts are considered, and alternatives to the stated policies are included.

Developed Areas

The existing City and most of the surrounding unincorporated area are almost completely developed, with the principal exception of the Stanford lands to the southwest of the City. Menlo Park can now choose to focus on planning to improve the various elements of its environment rather than planning for continuous development and a larger increase in population.

Early in the Plan Review process the Committee agreed that a holding capacity for the City should be established. Holding capacity of residential areas is based on gross residential densities which take into account such interrelated matters as site configuration, traffic access, availability of schools and parks, and feasibility of public facilities such as sewer and water.

In 1970, Menlo Park's population of 26,734 lived in an area of about six square miles, and the resulting population density was 4,456 persons per square mile, or 6.7 persons per acre. The six square miles included only the urbanized areas of the City, not the extensive area in bay waters, salt ponds and marshlands. The population densities of nearby communities range from less than one person per acre to around eight persons per acre. In comparison with neighboring communities, Portola Valley, Woodside and Atherton have densities of less than one person per acre; while Redwood City, Palo Alto, Mountain View, and Los Altos have densities of 10.9, 8.4, 7.8 and 6.5 persons per urbanized acre respectively. Thus Menlo Park's density of 6.7 persons per acre is most comparable to the communities of Mountain View and Los Altos.

The City as presently incorporated, were it to develop to the maximum allowed under current zoning, as of January 1974, had a holding capacity of about 37,200 persons. This increase of about 40 percent (27,000 to 37,000) could be considered as moderate growth in population since it is anticipated to occur over a twenty-five-year period. The holding capacity of the City, plus areas presently outside the City boundaries, under various conditions, are shown in the following table.

TABLE 4
Planning Area Holding Capacity

	EXISTING POPULATION	MAXIMUM POTENTIAL HOLDING CAPACITY		
	1970 Census	Previous Zoning Prior to January 1974 ¹	As Per 1966 General Plan	Current Zoning as of January 1974 ²
City as Presently Incorporated	26,734	43,000	43,200	37,200
City and Areas in Official Sphere of Influence	34,500	58,500	56,000	52,500
City and All Unincorporated Areas in Environs	53,500	105,000	81,000	99,000

¹ As zoned by City of Menlo Park prior to the zoning amendment to multi-family districts in January, 1974, and as zoned by San Mateo County.

² As currently zoned by City of Menlo Park and/or San Mateo County.

It should be realized that the above figures are maximum theoretical capacities and as such will probably never be attained, since it implies that each and every lot in the City would be built up to the absolute maximum. Furthermore, additional reductions in holding capacities can be realized as area plans recommended in the Comprehensive Plan are developed and implemented, and changes to the Zoning Ordinance are made.

For the most part, population increases can occur in areas zoned for multi-family development. There are two types of areas zoned multi-family; (1) areas

that are totally or almost totally developed with multi-family dwellings, and (2) areas which are undergoing a transition from single-family to multi-family. In the developed multi-family areas, the noticeable problems are the greater volume of traffic generated, the inadequate supply of parking, and the lack of usable open space. Problems of design or density now present in the established multi-family areas will remain for many years and will only be corrected upon redevelopment. However, immediate action has been taken in regard to the discrepancies which were present among the existing population, the current zoning, and the holding capacity as per this Comprehensive Plan. Areas which were zoned for higher densities than currently exist have been reduced in zoning holding capacity and now are more in alignment with this Comprehensive Plan. Additional consideration may need to be given to those areas presently zoned for multi-family use, but which are in fact basically single-family in nature. Additional reductions in holding capacity would be possible if rezoning to single-family districts were made.

Alternatives to the reduction of holding capacity would be to increase or to maintain the holding capacity of the current zoning. Increasing the holding capacity could raise the value of the land and possibly stimulate earlier redevelopment. However, the resultant increase in population would have a negative impact on the surrounding area, as heavier traffic and an increased demand on the public facilities would occur. Maintaining the current zoning would also result in future higher densities. As stated hereinbefore, these particular areas are almost totally developed but not up to the capacities allowed. For example, there are 237 acres within the City zoned for apartment development (R-3), and which were previously zoned for medium density (R-3) and high density (R-4) apartment development. If

these areas were allowed to develop under the old R-3 and R-4 designations, theoretically they could have accommodated a total population of about 16,000 persons. The current R-3 zoning will allow or theoretically accommodate a population of about 9,860 persons.

The second type of multi-family zoning districts are those which are in transition. The two major areas of transition are north and south of the Downtown. Many of the same problems, such as heavier traffic and inadequate parking, present in the established multi-family areas are also occurring in these transition areas. In several ways, however, the impact of these problems is aggravated due to the close proximity of the heavily traveled Downtown area. Some of the single-family dwellings found here are showing signs of blight and deterioration. Many of the landowners are holding their properties for investment purposes and future redevelopment into multi-family complexes, thus maintenance and upkeep are often at a minimum. Guidelines are recommended in the form of an area plan for the upgrading of the area south of the Downtown, generally within the existing densities. Guidelines should also be developed for north of the Downtown area. Figure 10 indicates the future medium density areas in Menlo Park.

Unincorporated Lands

The unincorporated lands surrounding Menlo Park are not under the direct jurisdiction of Menlo Park; however, their development can influence the nature of the City. Those lands within the official Sphere of Influence of Menlo Park have the opportunity to annex to the City. Upon annexation of all these lands, the head count would immediately increase from 27,000 to approximately 34,500, or about a 30 percent increase. The holding

capacity would also increase. Under the previous City zoning, and County's existing zoning, the holding capacity would have been 58,500 persons, and as per the City's 1966 General Plan, about 56,000 persons. It is interesting to note that these population figures were so closely interrelated, which is quite unusual in most communities in the Bay Area.¹ These figures indicate an increase of more than 110 percent over the 1970 U.S. Census base figure. However, the areas within the official Sphere of Influence could be annexed which would offer the City the alternative to curb this increase by reducing the holding capacity from the existing County zoning. This reduction of holding capacity would lessen the potential negative impact of increased traffic volume and congestion, and the demand for increased municipal services. If the annexation of all unincorporated areas in the City's environs were effected, including Ladera and East Palo Alto, the population as per the 1970 U.S. Census would be 53,500 persons. The holding capacity under the existing County zoning would be about 105,000 and about 81,000 as per the City's 1966 General Plan.

Undeveloped Lands

The potential development of the St. Patrick's Seminary property must be considered. Recently there have been a number of inquiries regarding the development of the property. All these inquiries proposed higher densities than allowed by the existing R-1-S zoning. These inquiries clearly indicate that there is an urgent need to establish guidelines, including a desired population range, for the development of the property. The possible future availability of the Veterans Administration property requires similar considerations.

¹ Issue Paper No. 3, March 1973
Association of Bay Area Governments
Zoning and Growth in the San Francisco Bay Area

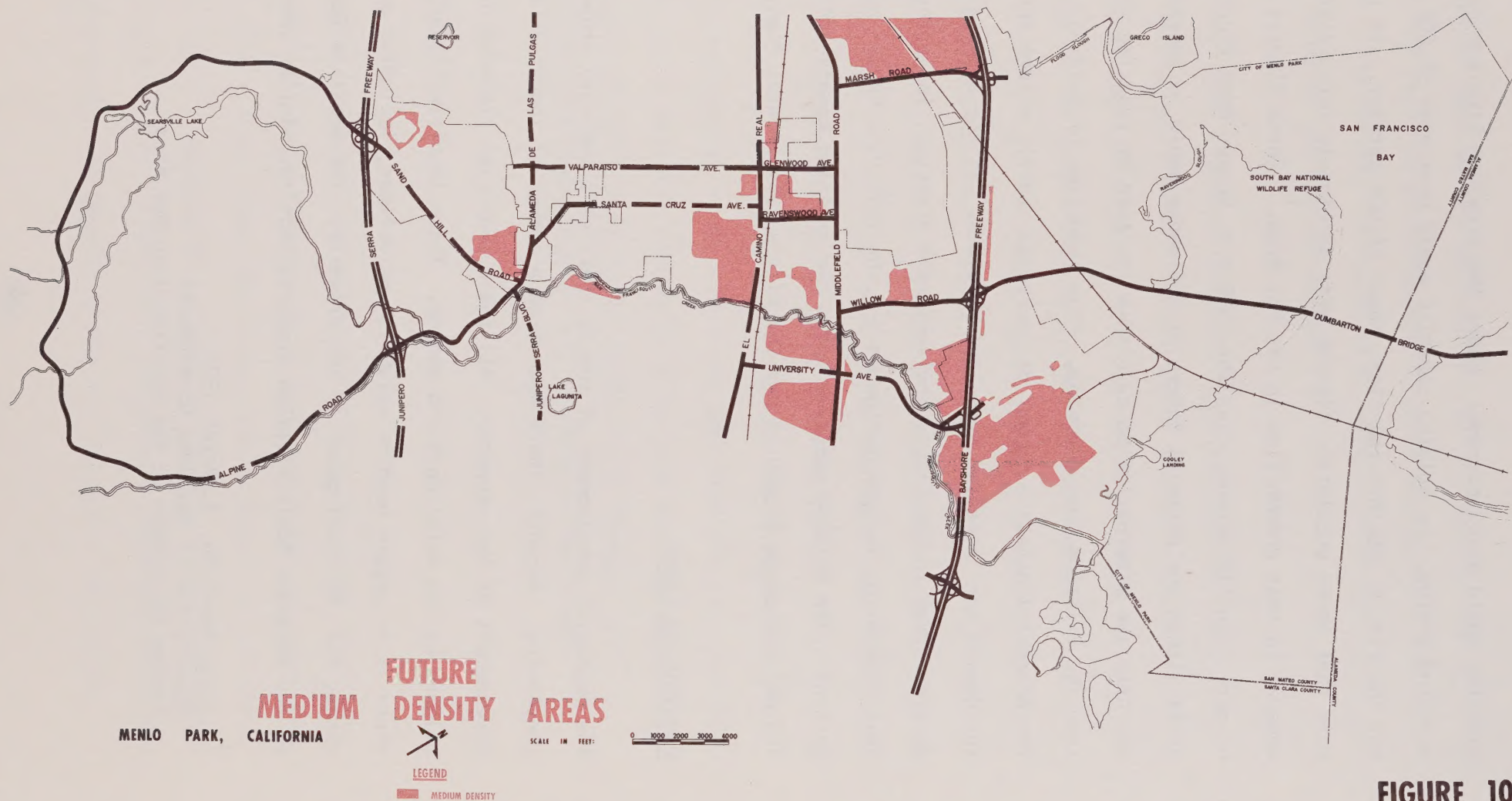


FIGURE 10

The current and potential unused school sites may be considered as undeveloped land. Fremont School on Middle Avenue and the administration offices on Oak Grove are being phased-out of the Menlo Park Elementary School system. As the school age population further decreases, more school sites may be vacated. Presently, school sites function as an integral part of the open space and recreational facilities available to Menlo Park residents, and their dispersed locations make them very accessible to many people. If these lands are offered for purchase, their acquisition should first be considered by the City for use as open space, if appropriate. If not appropriate for open space, then a study should be made of all alternative desirable uses. This study will address the environmental impacts of each alternative, as a change from the present use will have an impact on the surrounding area.

The future of the Stanford lands is of great importance and concern to the people of Menlo Park. The City has proposed a policy encouraging Stanford to retain these lands in open space to the greatest possible extent. Lands within the City's Sphere of Influence, which in the 1966 General Plan were indicated for professional offices, should now be considered as an "Urban Reserve", to be used for professional offices only if later considered desirable and necessary, and with alternatives to the automobile explored prior to permitting development. This policy is in accord with Stanford University's land use policies, adopted in March 1974. Land held in open space or limited to professional/administrative uses will maintain the superior scenic quality of the present foothills and benefit both the Stanford and Menlo Park communities. Only a small portion of the Stanford lands adjacent to Menlo Park is within the City's Sphere of Influence boundaries, as determined by the Local Agency Formation Commission in 1968. The LAFCO Sphere of Influence decision does not appear to provide for logical, ultimate municipal boundaries,

as even a cursory examination of these boundaries indicates a lack of cohesiveness to the several communities involved. When appropriate, the City should petition LAFCO to change Menlo Park's Sphere of Influence boundaries to form a more rational ultimate boundary pattern.

Looking back to the City's 1966 Plan, "General Plan 1990", the objectives relative to growth and annexation were to: (1) consolidate the City by including all unincorporated lands to the south and west, and, if feasible, incorporate East Palo Alto; and (2) preserve the essential character of Menlo Park -- generous open space, attractive and varied housing, and the overall orientation toward single-family homes.

The present General Plan Review Committee's goals pertaining to the "growth" issue appear to be basically the same as those in the 1966 Plan. The Committee proposed that: (1) population growth should be at a moderate and determined rate with a better distribution of racial and income characteristics; and (2) geographic expansion should incorporate existing unincorporated pockets and areas within the City's Sphere of Influence. The major differences, however, are that the East Palo Alto community is not now considered by either Menlo Park or East Palo Alto as a future annexation to Menlo Park, and the presently acceptable growth rate and holding capacities as indicated in this Comprehensive Plan are considerably lower than previously provided for in the earlier General Plan.

Thus, it is recommended in this Comprehensive Plan that many of the presently developed single-family areas should be maintained as single-family areas. If and when the dwellings in these areas deteriorate, they

should be replaced by new single-family homes. This policy, to remain primarily oriented to single-family dwellings, and the recent amendment to the Zoning Ordinance lowering the allowable densities in the multi-family districts, will have both beneficial and adverse impacts. The increase of open space areas and opportunities for more landscaping in multi-family districts is beneficial and will enhance the community. Furthermore, there will be no need to expand public utilities and services except to reflect the changes in the City's population characteristics. The adverse effect will be on the type and location of available housing.

Currently, families with low and moderate incomes cannot afford to purchase a single-family dwelling in the City west of Middlefield Road. Most of the dwellings in these neighborhoods are in good condition, and their value will continue to increase if their condition is maintained. The deteriorated dwellings, when replaced, will be even more costly, thus limiting the number of potential purchasers. The lower densities now required in the multi-family districts may very well increase the cost per unit, which would include both condominiums and rental units. As a result, low and moderate income families again will be limited in their choice of housing.

An action program to provide housing for families with low and moderate incomes would help mitigate the adverse impact. If this housing is distributed throughout the City, it would aid in achieving the City's goal of a better distribution of racial and income characteristics. Other mitigating measures could include rent subsidies and a low interest loan program. These programs could possibly be funded by the City with Federal support in the form of revenue sharing funds or Community Development Block Grants.

HOUSING CONCERNS

During the General Plan Review process, several key questions arose on the housing issue: Should the City take an active role in housing people of low and moderate incomes? Should the City take a more active role in reducing existing obstacles to the dispersal of racial and ethnic groups? Should the City plan for a "balanced community" which would provide housing for a wide range of income groups as well as a variety of dwelling types? Should the City allow high-rise residential development?

The General Plan Review Committee responded to the above with these tentative housing policies: promote housing for all persons, regardless of age, income, race, sex, marital status, religion, ethnic background; promote housing selection by location, type, and price; promote low and moderate income housing and insure that it is dispersed throughout the City; consider increased building heights in certain locations and under certain conditions.

An indepth study of the housing situation in Menlo Park is needed in response to the concerns of the community for adequate housing and the State requirement for a Housing Element. The Housing Element will include inventory of existing housing stock, identification of current and projected needs, statement of problems and obstacles, and designation of objectives, with action programs for their implementation. Furthermore, citizen participation will be solicited throughout the development of the Housing Element. Special attention will be given in the housing document to the additional problems for the low and moderate income families, generated by the reduction of allowable densities in the multi-family districts and the policy to remain primarily a community of single-family residential districts.

COMMERCIAL GROWTH POTENTIALS

Menlo Park is not a typical trading center with a clearly definable market area but is a part of the Mid-Peninsula complex of overlapping market areas and competitive market centers. The existing land use survey indicates that the City has a relatively high level of commercial development compared with other cities of comparable size. The core of the commercial development is the Downtown area, but other smaller commercial areas are scattered throughout the City and the unincorporated portion of the Planning Area.

The City's commercial areas can be divided into three major functional classifications, each designed to serve a separate need. These classifications are as follows: general retail and business use; thoroughfare commercial use; and neighborhood commercial use. Special guidelines governing the use of land in these areas is presented below.

General Retail and Business Use - Downtown

The Downtown area, centered along Santa Cruz Avenue, provides a variety of specialty shops, goods and services with emphasis on quality and personal service. It serves the entire Menlo Park Planning Area and beyond, with specialties generally not available elsewhere.

Downtown Menlo Park is basically a pleasant shopping area, developed on a human scale often lacking in other such commercial areas. However, functionally and visually, the Downtown does not consistently provide the high quality of environment desired by its customers, the merchants, and the citizens of

Menlo Park. Because Santa Cruz Avenue doubles as a business street as well as an east-west arterial, the street is hazardous to cross most of the business day. High-volume traffic through the center of the Downtown is obviously not in harmony with shopping and browsing. Traffic volumes on Santa Cruz Avenue should be reduced and traffic should be routed around the Downtown area rather than directly through it. Other modes of transportation such as bicycle, local bus, and foot traffic, which are now beginning to be provided for, should be continually encouraged and expanded. According to many merchants, parking in the Downtown is limited and does not satisfy immediate needs, much less the anticipated future demands. They feel that public parking should be expanded to meet present and future demands.

In addition to the traffic and parking problems, there is a need for additional pedestrian amenities to make the shopping experience more pleasant and convenient. On Santa Cruz Avenue the conventional amenities are offered: awnings, small trees; and two mini-plazas. To the rear of the stores, within the parking areas and on the side streets, the conventional amenities have often been disregarded in the interests of providing the maximum number of parking spaces. Also, the buildings' frontages are generally long and unbroken, thus hampering the use of pedestrian flow from the parking areas out to Santa Cruz Avenue. A design framework should be established which would coordinate building facades and encourage inclusion of mini-plazas, small malls, decorative walks, benches and other pedestrian amenities.

The Downtown area also provides office space for financial institutions and other business uses. Currently, the office uses are relatively small in comparison to other sections of Menlo Park. This situation is due, in part,

to the high rent factor and the lack of available, suitable office space. Most office space is north of Santa Cruz Avenue, providing a buffer between the Downtown core and the residential area north of Oak Grove Avenue. Some of the needed office expansion should be developed north of the Downtown area, but the rest could be more easily handled by redevelopment of the El Camino Real frontage. A relatively small expansion in land area with perhaps only some slight increase in the intensity of use could provide the necessary space and at the same time retain a cohesive and functional Downtown.

In 1970, a proposed development plan for the Downtown area was prepared by planning consultants. The City and a Downtown Committee, composed of businessmen and concerned citizens, worked with the consultants on detailed physical and financial studies on which a proposed action program was based. The development plan was reviewed by the City Planning Commission; however, no official action on the plan was taken, either by the Planning Commission or the City Council. It is recommended that this development plan for the Downtown again be reviewed and revisions made in light of the policies expressed in this Comprehensive Plan and changing community goals and desires. Part of the revision will include an evaluation of the environmental impacts of the proposed changes for the Downtown area. In this manner, a much needed set of guidelines for future development of the Downtown area can be established and a course of action can finally be determined.

Thoroughfare Commercial - El Camino Real

The El Camino Real strip is primarily auto-oriented and clearly reflects this orientation in its land use pattern. Individual uses are generally

set in an island of parking and are independent of one another. While some special uses may function best in this fashion, when repeated numerous times in an elongated commercial strip, its overall inefficiencies become exaggerated and its depressing character becomes obvious. Much of the El Camino Real strip is clearly in a period of long transition from certain types of land uses prevalent twenty to thirty years ago to other, more contemporary uses. It will likely be many years before complete redevelopment and a new pattern of uses emerge. However, it is possible and essential to give overall design and land use guidance now to insure coherent development of the El Camino Real strip in the future.

The east side of El Camino is mainly in automotive uses, new and used auto sales, service stations, and drive-in restaurants. The encouragement of the existing new automobile sales and related uses may be desirable if located in a well-defined nucleus and not permitted to scatter along the entire strip. The building supply company is anticipated to move from El Camino in the near future, and this rather large block of land will then be available for redevelopment. Several other major parcels of land along the east side of El Camino, near the Downtown, offer similar potential for redevelopment to more compatible and satisfactory uses. Redevelopment perhaps could be in Commercial and Professional/Administrative land uses, including unified parking facilities and significant open spaces which would combine the Downtown and the Civic Center Complex, thus creating an area that could become the core of the City.

The General Plan Review Committee has indicated dissatisfaction with the present auto-oriented character of the east side, between El Camino Real and the Southern Pacific Railroad, although such uses are presently permitted

in the Zoning Ordinance. The Committee has encouraged, instead, a mixture of uses including offices, financial institutions, retail commercial and perhaps even residential uses, which are not permitted by the present regulations. It is recommended that an area plan, aimed at determining appropriate changes in the present regulations and establishing development standards, be prepared for the El Camino Real/Southern Pacific Railroad Corridor in order to encourage and bring about appropriate redevelopment of the area. The short and long-term environmental impacts generating from the proposed redevelopment will be presented in the area study.

The west side of El Camino is in both commercial and residential uses. To obtain an attractive, functional pattern of development on this side of El Camino, proper site planning is very important. The City should continue to make use of the architectural review provisions of its Zoning Ordinance and should adopt any necessary additional provisions to insure high standards of development. No negative environmental impacts should emanate from this policy, as it will act to enhance the visual character and functional pattern of redevelopment. This area should be included in the revised downtown development plan proposed to be prepared as a follow-up to this Comprehensive Plan. Future employment areas are shown in Figure 11.

Neighborhood Commercial

There are several commercial areas in the Menlo Park Planning Area that serve as neighborhood shopping facilities. They provide special services and conveniences to the surrounding residential districts. Most of these centers are compact, reasonably efficient, usually with off-street parking

provided, and they adequately meet the needs of the surrounding areas. Efforts should be made to conserve, improve and create public amenities in these existing neighborhood shopping areas.

In contrast, several other commercial developments, such as those on Bay Road, Menalto Avenue, and along Willow Road, create special problems for the surrounding neighborhoods. These commercial establishments, surrounded by low density residential developments, generate increased auto and service vehicle traffic which creates noise and safety hazards for the nearby residents. Also, on-site parking is not adequate to meet the demand. Many of the commercial uses, especially those along Willow Road, are noticeably deteriorated and appear to be marginal in nature. It is recommended that these marginal areas be removed from their present commercial zoning, be placed in a residential land use category, the uses amortized, and be ultimately phased out.

The impact of this action will be both beneficial and adverse on the affected neighborhoods. Growth-inducing impacts of this proposal will be negligible. The removal of the commercial uses will remove the traffic generated by this land use, such as service vehicles and cars from outside the neighborhood. On the other hand, service to local residents will decrease, and auto trips by the residents to commercial areas outside of their neighborhood will undoubtedly increase. However, this additional traffic may be more tolerable since it will be dispersed and not focused on any one location. Further dependence on the automobile can certainly be considered an adverse effect, and the new bus system appears to be the best mitigating measure presently available. The

alternative to upgrading the commercial establishments, especially along Willow Road, would not solve the safety and noise hazards which detract from the long-term maintenance of the neighborhood.

TRANSPORTATION

The primary objectives of a transportation system are to insure the safe and efficient movement of people and goods, and to tie the various sections of a community together with a coordinated system of traffic circulation, or to develop those portions of such a system where it does not already exist.

Within the Menlo Park Planning Area, and for the foreseeable future, the movement of people and goods will continue to be primarily by motor vehicle. However, the City's street system is presently inadequate to accommodate the local demands generated in the residential areas as well as the commercial sectors of the City. In addition, regional transportation demands are inadequately served. Congestion, accidents, and over-use of many residential streets occur as a result of these inadequacies.

It should be kept in mind that no area can expect indefinitely to move an ever-increasing proportion of its people and goods solely by means of private vehicles. A balanced transportation system consisting of freeway improvements, local street improvements, together with an adequate bus network and rapid transit system, could move these people and goods more efficiently in the future.

The State of California and its agency, the Division of Bay Toll Crossings, have proposed that a new Dumbarton Bridge be constructed with three western approaches to the bridge. The original proposal had four approaches: Marsh Road; Willow Road; University Avenue; and Embarcadero Road. However, the proposal was modified to exclude the Embarcadero Road approach. Each approach is proposed to connect the bridge to the Bayshore Freeway. The Marsh Road approach is expected to help decrease the traffic on Willow Road by offering a better route north to Bayshore Freeway. In addition, it would give the City the opportunity to provide a new access route to the Belle Haven community and the Bohannon Industrial Park. Willow Road, between Bayshore Freeway and the bridge, would be improved to a four-lane arterial street with left turn lanes and signals at some intersections. The section of Willow Road between Bayshore Freeway and Middlefield Road should also be improved to provide a safer facility. This would help alleviate the congestion and accident problems along this stretch of roadway without the need for either a freeway or expressway type of facility. The University Avenue connection would further alleviate the traffic on Willow Road by offering a better route for those vehicles going to Palo Alto, Stanford areas, or south on Bayshore Freeway.

If local agencies had not approved any of the proposed new approaches, the State had indicated its willingness to end its construction 4,500 feet westerly of the west end of the new bridge, located in the vicinity of the P.G. & E. substation. The four lanes of traffic from the bridge would then flow into the existing two-lane Willow Road. To lessen the impact on any

one approach, the City's basic and long-standing position has been in favor of all four originally proposed approaches. Based on this position, the City indicated its approval of the three approaches proposed for construction. This position was based on policies previously contained in the City's 1966 General Plan and is reiterated in this Comprehensive Plan. Environmental impacts associated with the Dumbarton Bridge expansion project are presented in the "Final Environmental Impact Statement", prepared by the California Department of Transportation.

Rapid Transit

Two major alternatives are presently being studied for providing rapid transit service along the Peninsula. Studies in various stages of preparation in San Mateo County and in Santa Clara County are looking at the needs and desirability of either extending the Bay Area Rapid Transit (BART) district down the Peninsula or upgrading the existing Southern Pacific Railroad system.

The proposed extension of the Bay Area Rapid Transit district calls for an aerial line following the same route as the Southern Pacific Railroad lines.¹ An aerial station, with an at-grade concourse, is proposed for Menlo Park between Oak Grove Avenue and Ravenswood Avenue at the current location of the Chamber of Commerce's office. The General Plan Review Committee found the location of the rapid transit route agreeable; however, the use of aerial lines was deemed not desirable for Menlo Park. It is felt that aerial lines would reinforce the existing psychological

¹ Route Location Report, San Mateo County Transit Development Project PBTB - Wilbur Smith, Kirker Chapman, January 1973.

and physical barriers caused by the existing Southern Pacific lines and El Camino now separating the east and west portions of the City. Likewise, an aerial station would only further aggravate the problem. Therefore, it is recommended that if the BART extension takes place, the lines and station be placed underground, or at least depressed through Menlo Park.

Besides undergrounding the station, the location of parking facilities is also a matter of concern. The BART consultants have proposed a 300-stall depressed parking area southeast of the station.¹ The proposed parking facilities would eliminate two key blocks of commercial land along El Camino Real. Alternatives to the on-grade parking lots, such as parking structures above and preferably below ground, should be explored.

In the event that only San Mateo County elects to join the BART district and Santa Clara County does not, another important issue which must be resolved is whether or not Menlo Park would be the terminus. An end-station location not only would require many more parking spaces, but also would generate more traffic than an intermediate station. Traffic flow patterns would drastically change as people from surrounding areas converged on the Menlo Park station, and the local traffic congestion at Ravenswood Avenue and El Camino Real would increase. If the extension of the BART system into San Mateo County does not continue into Santa Clara County, then a terminus station should not be located in Menlo Park, but would be more appropriately located at some point to the north. If the BART system is to be extended through San Mateo County to Menlo Park, it should extend at least into the northern portion of Santa Clara County,

¹ Station Site Concepts, San Mateo County Transit Development Project PBTB - Wilbur Smith, December 1973.

and ideally all the way to the southern end of the Bay to form a complete link at Fremont. In that case, it is recommended that a pedestrian-oriented station be developed in Menlo Park which would minimize parking and automotive traffic congestion. These and other concerns, such as the growth-inducing impacts of BART, will have to be addressed in an environmental impact report if the rapid transit system is in fact extended down the Peninsula.

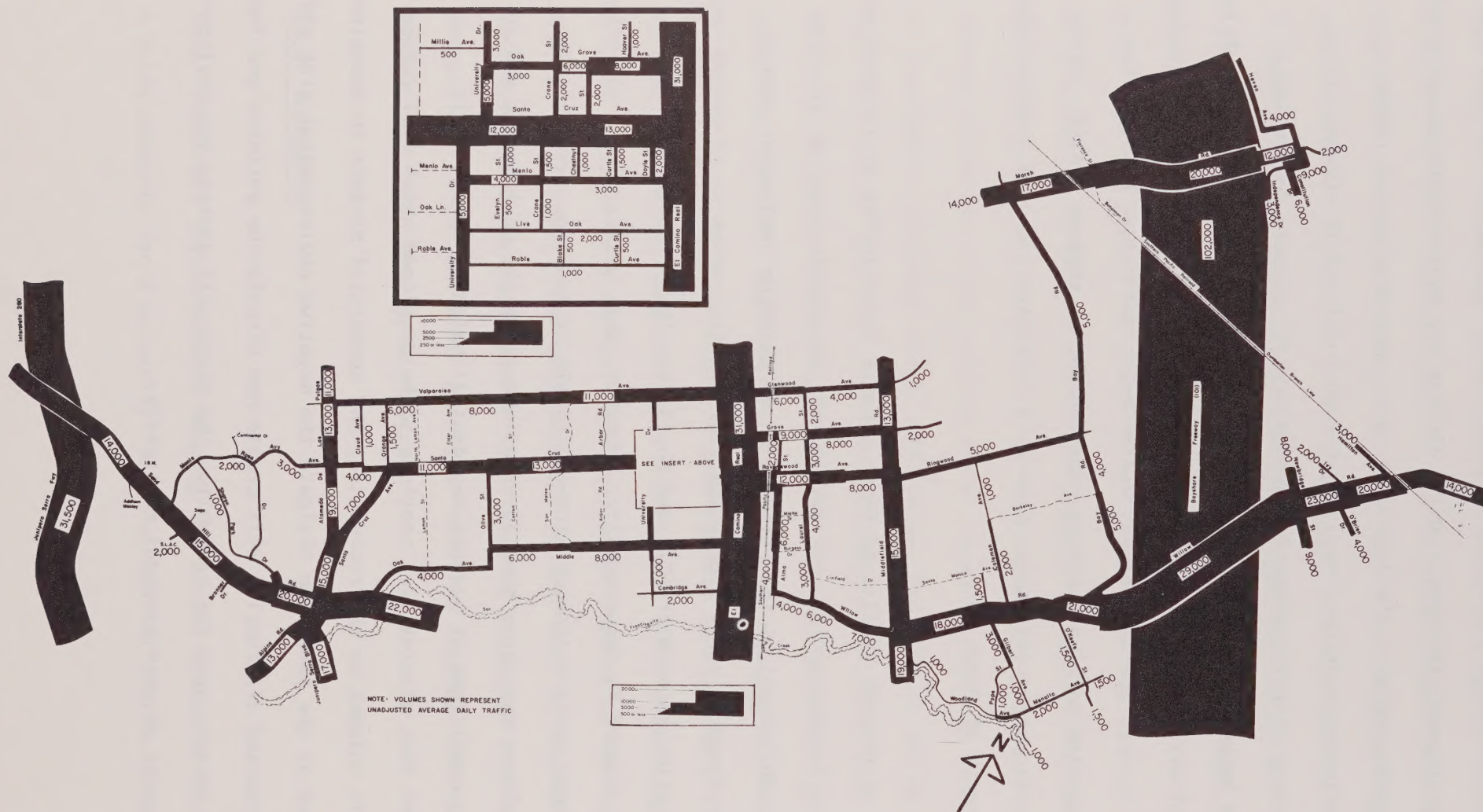
An alternative to BART extension is to upgrade the existing Southern Pacific Railroad system, which calls for the improvement in the level of services and the provision of new rolling stock. Stations will be renewed or replaced to accommodate passenger needs. Operations can utilize the existing Southern Pacific right-of-way. The proposed improvements could be made in incremental stages in response to passenger demand. To date, specific improvement plans detailing the exact improvements for the railway system have not been formulated; however, several suggestions concerning parking facilities, bus feeder systems, and aerial crossings have been made. Until these suggestions are brought together in a project proposal, exact impacts on the community cannot be assessed. Some environmental impacts will be similar to those associated with the extension of BART, such as increased traffic and congestion. These and other potential negative impacts need to be considered and their effects mitigated.

Local Interests

Local interests concerned with keeping the street system of Menlo Park at a scale adequate for a primarily local residential traffic movement have,

in the past, hindered efforts to provide a major street for the east-west circulation through the City. These efforts may have had the opposite outcome than anticipated. The lack of a major east-west street in the transportation network has resulted in both local and through motorists using the most direct residential and commercial streets to provide a connection between the east and west portions of the Planning Area. Prime examples of streets that function both as local residential streets and as collector streets are Oak Avenue, Willow Road, and Middle Avenue. Santa Cruz Avenue also carries a considerable amount of through traffic, which hampers local commercial uses. Figure 12 indicates the 1973 traffic volumes on the streets of Menlo Park.

The level of through traffic on these streets is projected to increase as a result of further residential development in certain areas of the City, and the establishment or intensification of existing employment centers. Streets designed to carry high volumes of traffic, which would absorb most of the existing through traffic and facilitate local traffic movements, have been opposed by the community. However, this policy of not allowing at least some construction of streets capable of handling even existing traffic volumes does have some adverse impacts on the environment and on the living conditions of several residential neighborhoods. It is recommended that alternatives continue to be developed which will reduce the traffic volumes on the residential and commercial streets to acceptable levels, and at the same time mitigate the negative environmental side effects. As each proposed alternative will create new circulation patterns and impart different impacts upon the community, the study will address the environmental impacts of each proposal separately.



1973 TRAFFIC VOLUMES

Menlo Park, California

FIGURE 12

El Camino Real

El Camino Real, a State highway route, is a major north-south arterial route carrying intra-city and intra-county traffic, as well as a significant amount of inter-city traffic. The congestion and circulation problems on El Camino Real are symptomatic of the lack of adequate cross-town traffic facilities, compounded with a lack of through streets crossing El Camino Real. Numerous studies and recommendations have been made in response to these problems. One proposal recommended channelization of traffic by creating left turn phasing and storage at all of the presently signalized intersections, except Santa Cruz Avenue. To facilitate this solution, a median between the signals would be installed and the present on-street parking lanes would be eliminated. Replacement of the parking spaces, which are needed by the commercial establishments along El Camino Real, could be accomplished in two ways: (1) acquisition and widening of El Camino Real; or (2) acquisition and development of off-street parking lots. The first alternative is costly monetarily in construction and right-of-way and also in environmental impact due to the necessary demolition of portions of many developments along the east side of El Camino Real. The second alternative is not only less expensive than the first but also has the additional benefits of increasing capacity on El Camino Real and eliminating conflict between parked cars and the moving traffic.

Additional study of the traffic congestion problems on El Camino Real should occur, especially in conjunction with the possible development of cross-town traffic facilities, such as the extension of Burgess Drive,

which was proposed in the 1966 General Plan and is repeated in this Plan as an option for future consideration. The objective here is to facilitate a comprehensive solution to congestion and capacity problems. As each proposal will have different environmental impacts, they will be evaluated as part of the future study. The alternative of doing nothing to solve the traffic problems will have a continuous negative environmental impact on the community. Air pollution, traffic accidents, and pedestrian hazards can be expected to increase. The on-street parking will become more troublesome and may act to discourage the patronage of thoroughfare commercial establishments, which in turn may increase the rate of deterioration of the structures along El Camino Real. All these interrelated factors will need to be kept in mind when reassessing existing or developing new traffic circulation alternatives.

Ravenswood Avenue Realignment

There has been a long-standing recognition of the necessity for improving the Ravenswood Avenue-El Camino Real intersection. Any proposed improvement should accomplish these objectives: (1) eliminate the hazardous and congestive conditions of the existing intersection; (2) provide a street that crosses both the railroad tracks and El Camino Real in order to remove the present "dog leg" route for vehicles traveling from Ravenswood Avenue to the Downtown area; and (3) divert through traffic away from Santa Cruz Avenue and create a periphery route around the Downtown area for this traffic. The first item is amply illustrated by the accident record of this intersection, which is the worst on El Camino and in the City. The numerous potential conflicts between pedestrians, bicycles, parked cars, and moving cars aggravate both accident exposure and congestion.

It should be recognized that any plan has advantages and disadvantages. There is no such thing as a "perfect plan". Two important facts that should be kept in mind are: (1) approximately 45% of the traffic on Santa Cruz Avenue between El Camino Real and University Drive is through traffic and would probably use another route if one were provided; and (2) approximately 60% of the traffic on Ravenswood Avenue approaching El Camino Real turns south towards Palo Alto at the El Camino intersection. In order to be successful, realignment plans will need to be assessed with both local and regional interests in mind.

A number of plans have been proposed to accomplish the above objectives. All of them have incorporated a direct extension of Ravenswood Avenue across El Camino Real to eliminate the "dog leg" feature of the existing intersection, which requires a jog on El Camino Real. The two most viable solutions are the "full loop" and "half-loop" plans. The "full-loop" proposal splits Ravenswood Avenue into two one-way roadways to align with Live Oak Avenue and Menlo Avenue at El Camino Real. The "half-loop" proposal realigns Ravenswood Avenue with Menlo Avenue at El Camino Real. Both alternatives have a series of options to improve traffic circulation on surrounding streets.

An Environmental Impact Report was prepared evaluating both the "full-loop" and "half-loop" alternatives. Extensive consideration was given to the alternatives by the City Council, City Staff and the public during the public hearings. From these public hearings it was concluded that the "half-loop" proposal provided the best solution at this time to the

traffic and congestion problems. All options for future proposals to aid traffic circulation in the Ravenswood-El Camino Real area should be kept open. This action will provide circulation alternatives for the City as land use and transportation circulation patterns evolve and change.

Belle Haven Access

Presently the Belle Haven community has only one access route, Willow Road, which connects it to the community west of Bayshore Freeway. Willow Road is currently highly congested and has a high accident rate. Several alternatives to provide additional access were discussed by the General Plan Review Committee. One proposal called for an overcrossing of Bayshore Freeway at either Ringwood Avenue or Del Norte Avenue. This alternative was rejected because it would displace a substantial number of residences and would have a high construction cost.

The most viable alternative proposes a connection between Chilco Street, across the Southern Pacific Railroad tracks, towards the Bohannon Industrial Park. This connection would be made in conjunction with the proposed Marsh Road approach to the Dumbarton Bridge project. The City should pursue this proposal and construct the connection at the time of construction for the Marsh Road approach. As this connection proposal will require a specific environmental impact report before construction can commence, the impacts of the new access road will be addressed in that report.

Bus System

In the past, to facilitate heavier traffic volumes, the alternative has been to continually increase rights-of-way or acquire new alignments. This alternative can no longer be considered as the only solution, and other modes of transportation must be planned.

In 1971, the City Council created the Citizens' Bus Task Force Committee. The Task Force was directed to establish if there was a need and a desire for a public transportation system in Menlo Park. If so, how would the system be financed; what would be the routes; and what equipment would be necessary? The Task Force's investigations indicated such a need, and they presented their report to the City Council in 1972.

After considerable study and public input, over a period of two and one-half years, the final bus routes were approved, and bus service commenced on April 27, 1974. Five major routes have been established linking the various neighborhoods of the City with each other and the Downtown. The bus system will be re-evaluated after a period of actual service and may be revised as the demand for the service indicates. It is recommended that connecting the Menlo Park bus system to other existing or proposed local public transportation systems continues to be facilitated, and that future plans be in accordance with the Metropolitan Transportation Commission's guidelines. This will aid to create a coordinated public transportation system and will have the beneficial effect of reducing some of the physical barriers between adjoining localities. The Menlo Park Carriage Authority system is shown in Figure 13.



Menlo Park Carriage Authority -- Commenced April 27, 1974

One of the Five Bus Routes

Photos by: Judson E. Allen



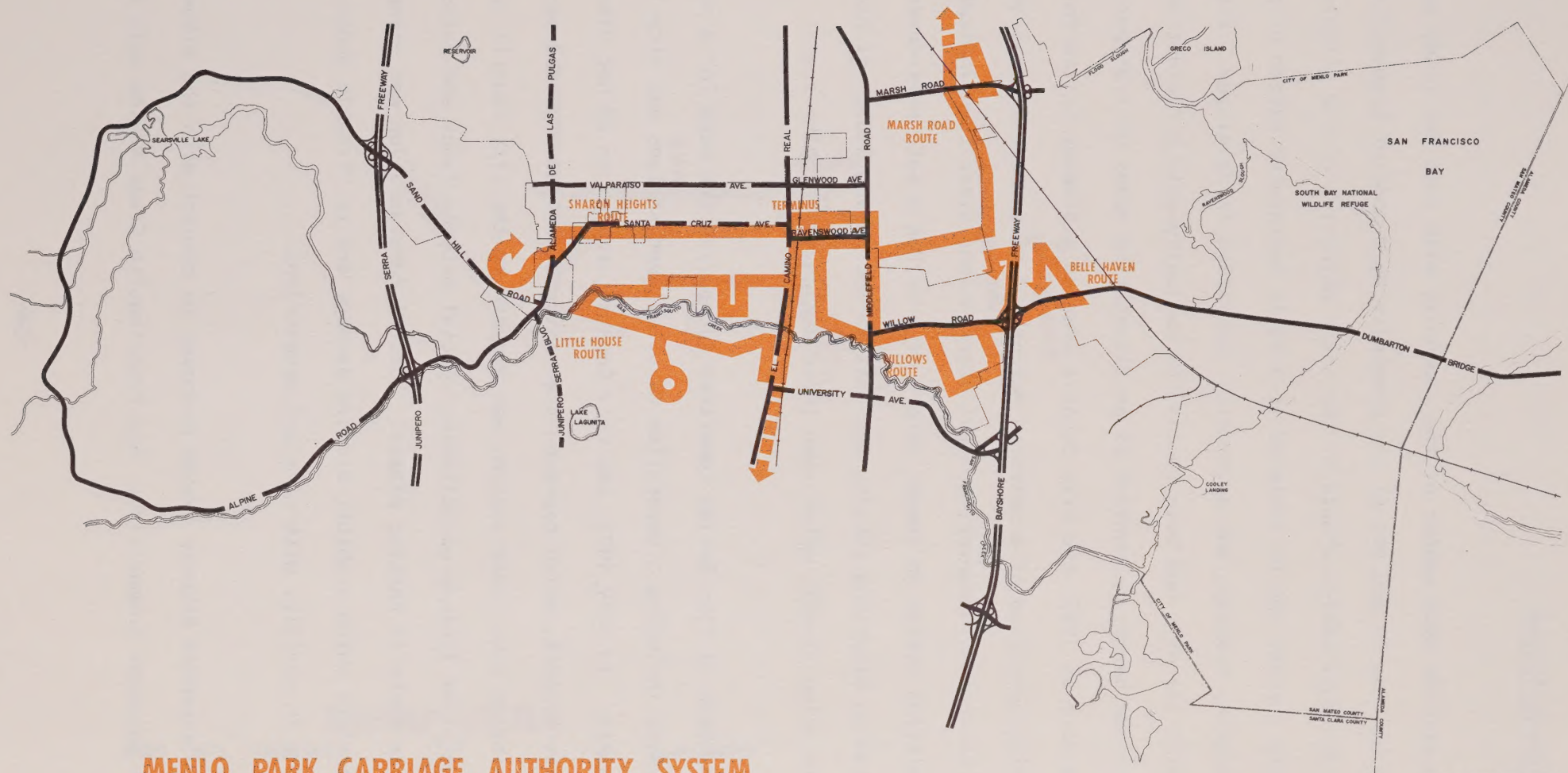


FIGURE 13

Bikeway System

To provide each member of the community with safe and ready access around as well as in and out of the community by a mode of transportation of individual choice should be the basic objective of the circulation system. This purpose can be achieved if a fully integrated system of pedestrian, bicycle, transit, and automobile facilities is developed. Biking, which until recently had been considered basically only a recreational pastime, has now become recognized as an alternative means of transportation. In January of 1967, the City Council adopted a Bikeway System for the City which consisted of a selected network of streets designated and signed as bike routes. However, general observations since then indicate that the existing system no longer offers or provides a safe environment for the growing bicycling public, and that an increasing number of bicycle riders are using streets other than those designated as bike routes.

The General Plan Review Committee recognized the need for a more extensive system including a separation of autos, pedestrians and bicycles at danger points. In July, 1973, the City Council created an ad hoc Bikeways Committee. Their report, which represents a restructured and expanded version of the existing bike route system, was adopted by the City Council in July, 1974. The plans include establishing special bicycle lanes and paths, and providing bike racks in parking plazas. Special consideration was given to physical barriers which prohibit bicycle passage and to "trouble spots" where bikers come in conflict with cars and pedestrians.

The expanded Bikeway System proposes to connect with the bikeway systems of adjacent communities. San Francisquito Creek is the main barrier between

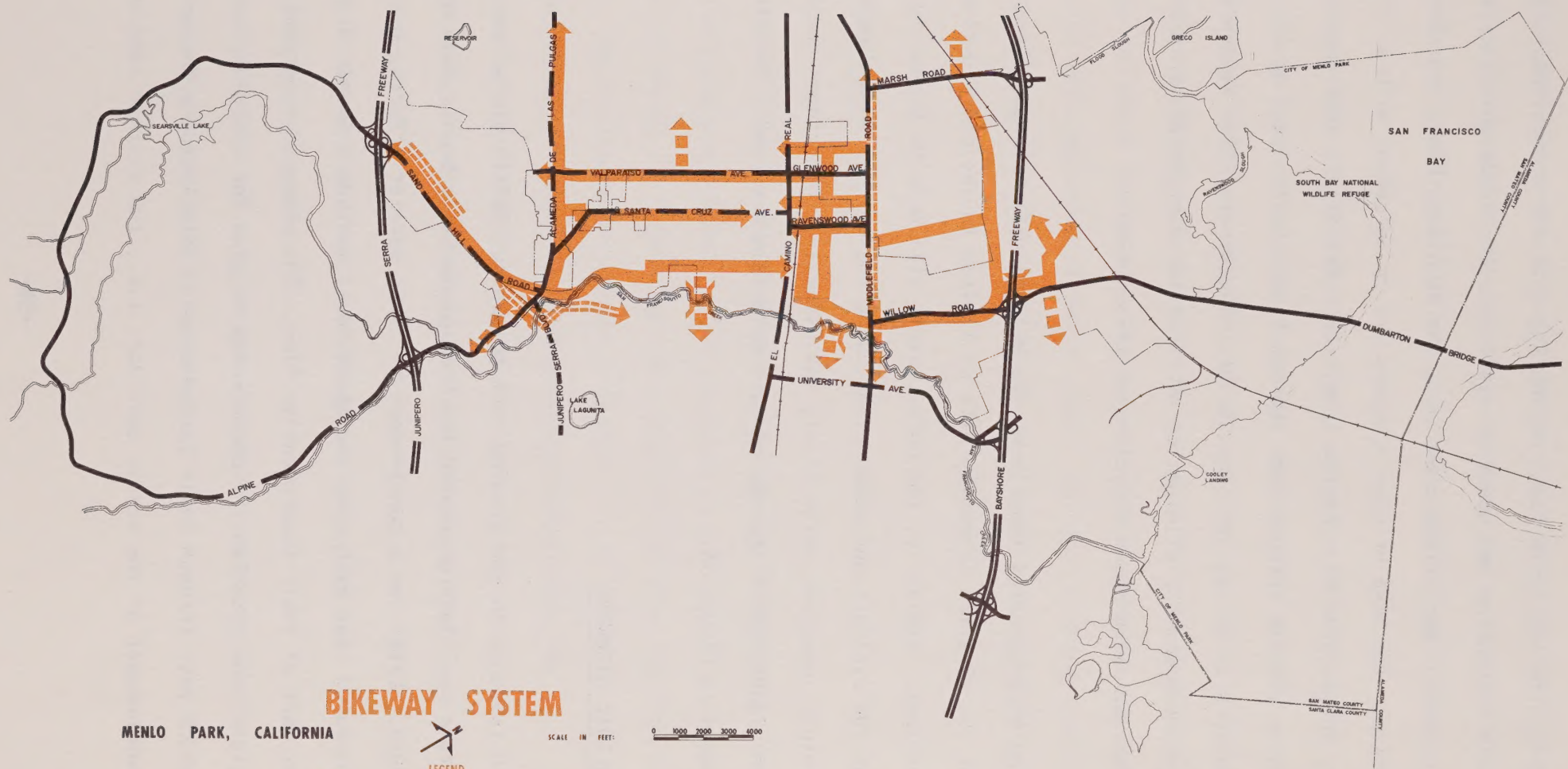


FIGURE 14

Palo Alto and Menlo Park, preventing safe and convenient bicycle riding for both recreation and commuter cyclists. To reduce this barrier, the bike plan recommends two bridge crossings, one at Willow Place and the other at San Mateo Drive. The bike bridges proposed are in agreement with a recommendation made by the General Plan Review Committee. The City's 1966 General Plan indicated motor vehicle bridges over the San Francisquito Creek at Olive Street, University Drive, and Alma Street. The General Plan Review Committee decided to recommend the elimination of these three proposed vehicle bridges and instead recommended bicycle-pedestrian bridges.

The environmental impacts of the bridges will be negligible. The disruption of the riparian community will be limited to the construction phase of the project. Similarly, the noise levels will only be higher during construction, as the cyclists and pedestrians using the bridges should not add to the future immediate noise level; and visually, the bridges could blend into the landscape if the appropriate materials are used. The Bikeway System is shown in Figure 14.

SCENIC HIGHWAYS

In response to the growing need to protect California's scenic beauty, the State Legislature created the California State Scenic Highway Program in 1963. Later, as a continuance of their earlier efforts, the Legislature mandated that each city and county must include a Scenic Highway Element as part of their Comprehensive Plan. The element was established to provide cities and counties the opportunity to plan for official scenic highways which pass through their jurisdiction. This includes the protection and enhancement of the scenic corridor, i.e., the visible land area viewed

from the road. Official scenic highways are designated by the Committee on a Master Plan for Scenic Highways, and the highways eligible for such a designation are listed in the California Streets and Highways Code.

In order to obtain official designation for an eligible highway, local agencies must prepare specific plans and programs for their scenic corridors. If these plans are approved by the appropriate State officials, then an official Scenic Highway designation can be granted to that segment of the highway for which designation was sought. Local agencies are then charged with the implementation of their plans. As part of these plans, municipalities can include local streets or areas which they believe have scenic value.

Identifying Resources

An important first step in protecting the scenic routes in Menlo Park is to identify the resources present in the corridor areas. These resources are only part of the entire scenic corridor area visible from the City's public roads. The considered resources include:

1. Landscaping in residential, professional-administrative, commercial, and industrial areas.
2. Landscaping in street medians, cloverleaves, and City entryways.
3. Natural vegetative forms, including oak trees, marsh grasses, meadow grass, etc.
4. Man-made forms, including historical sites and interesting and creative architectural buildings.

5. Unique topographic forms, including steep areas of noticeable slope, baylands, and marshlands.
6. Water forms, including the Bay, San Francisquito Creek, sloughs, and marshes.

State Scenic Highway

Presently, Interstate 280 is the only highway adjacent to Menlo Park which is eligible for designation as a scenic highway. The scenic corridor visible from Interstate 280 extends from the hills on Stanford lands in the west to the residential and professional-administrative areas to the east. The City has responsibility to maintain and enhance only that portion of the scenic corridor which is within its jurisdiction. In this instance, only a small section of the corridor is within the current boundaries of Menlo Park.

Lands within Menlo Park's corridor are mainly in residential and professional-administrative uses. These areas were developed under zoning regulations which were used as a design tool to insure visually pleasing development. Controls available within the Zoning Ordinance include: setback requirements, building heights, landscaping in certain districts, street trees in residential districts, and architectural review of all major projects by the Planning Commission. Additional controls are available within the Subdivision Ordinance; they are: road design standards, soil investigation, erosion control and underground utilities requirements.

These regulations should continue to be utilized by the City for both new construction and code enforcement in the corridor areas. Every effort should

be made to insure that the scenic corridors are maintained and enhanced, providing a pleasing view. This Plan reinforces the City's efforts for scenic quality by incorporating these concerns in the major community goals.

The remaining land area of the scenic corridor in the Menlo Park Planning Area is Stanford University land, under the jurisdiction of San Mateo County. Stanford University has proposed a variety of uses for the corridor lands, such as open space, residential, institutional, and professional office uses. Land use policies adopted by Stanford in March, 1974, include a policy which states that all planning within the campus boundaries will respect hilltops and ridges of such height and conformation as to form "skylines" so that they will be preserved and free from erection of structures.¹ Both Stanford's and Menlo Park's policies reflect an attitude which should help preserve the scenic quality of the corridor lands.

San Mateo County has initiated a study of all the scenic routes within the County. Interstate 280 is included in that study. The City of Menlo Park should work with the County, and with all other jurisdictions in the County, to seek official scenic highway designation for Interstate 280.

County and Local Scenic Routes

As there has always been a concern for scenic quality within the City, the City Council approved the Environmental Beautification Plan for Menlo Park

¹ Stanford Land Use Policies,
Adopted by the Board of Trustees, March, 1974.

in June, 1972. The plan identifies various areas for local beautification programs and proposes that a long-range beautification plan be initiated. The Menlo Park Environmental Beautification Commission has been involved in effecting portions of the proposed plan and programs. Their efforts include the coordination of the landscape design plans for El Camino Real, parts of Willow Road and Marsh Road, and the freeway interchanges at Willow and Marsh Roads. Even though some of the land within these areas is under the jurisdiction of other governmental entities, the City should make a coordinated effort, with the appropriate agencies, to insure the protection and enhancement of the City's entryways.

San Mateo County has proposed to include Sand Hill Road and Alameda de las Pulgas in a tentative County-wide system of scenic routes. These two roads will form the southern loop of local scenic routes situated throughout the County. Menlo Park should consider these roadways as scenic routes and work with the County to develop plans and guidelines. Sand Hill Road is generally in the same scenic corridor as Interstate 280. Efforts to maintain the scenic quality of development should involve a strict program of code enforcement, including the maintenance and enhancement of landscaping. The scenic corridor for Alameda de las Pulgas is in Menlo Park's Planning Area but is under the jurisdiction of the County, and, thus, their current responsibility. In the future, if this area should annex to Menlo Park, the City should initiate efforts to landscape and in other ways enhance this scenic corridor area.

Achievement of the objectives of the scenic highway program would cause negligible, if any, negative environmental impacts. Similarly, the continued

use of the Municipal Code and its regulations are expected to protect and enhance the scenic quality of the City without causing undesirable effects.

OPEN SPACE AND CONSERVATION

In June of 1973, the City Council adopted the Open Space and Conservation Element of the Menlo Park General Plan. Because of the overlapping nature and the close interrelationship of open space and conservation concerns in the City, they are combined into one element.

The Open Space and Conservation Element was prepared in recognition of the importance of open space lands and conservation practices within the Menlo Park Planning Area. The purpose of the element was to inventory open space and conservation lands; to evaluate Menlo Park's open space and conservation needs; to identify private and public lands in the City which would be kept as open space; and to provide policies and programs for the preservation of the desired open space lands and for the conservation or use of natural resources. The element was also designed to bring the City into compliance with a revision of the State of California planning law requiring an open space element and a conservation element as part of the City's general plan. In Figure 15, the future open space and conservation areas are indicated.

While there have been various independent goals enunciated and policies pursued in Menlo Park with regard to the preservation, acquisition and development of open space and conservation of scenic beauty and resources, the Open Space and Conservation Element sets forth, for the first time, a consistent set of adopted goals and policies specifically designed to implement an open space and conservation program. The formulation of the



FIGURE 15



Hopkins Gatehouse -- Historic Preservation

Bay Shoreline -- Marsh Lands



adopted policies was facilitated by a review of the policies of previous General Plans, as well as the current General Plan revision, together with either stated or implied goals and policies of the City Council, Planning Commission, Recreation Commission, Environmental Beautification Commission, and other groups involved in the broad areas of open space and conservation. To this was added, for review, the applicable goals and policies of other governmental agencies, and the views of those persons who have indicated their interest at the five General Plan Review neighborhood meetings, the Planning Commission public hearings, and the City Council public hearings on the Open Space and Conservation Element document. From these varied sources was distilled a series of interrelated statements of goals and policies, which are reflected in this Comprehensive Plan. For review of specific policies, refer to the Open Space and Conservation Element report. The environmental impact of each project in the Open Space and Conservation Element will be evaluated in separate Environmental Impact Reports prior to project implementation.

The following is a list of the open space and conservation goals:

1. To develop a parks and recreation system which provides areas, facilities, and improvements conveniently located and properly designed to serve the recreation needs of all residents of Menlo Park.
2. To encourage the enhancement of boulevards, plazas and other urban open spaces in residential, commercial and industrial neighborhoods.
3. To retain the unique appeal and visual amenities of Menlo Park's baylands.

4. To conserve in a natural state the Bay and its shoreline as they are valuable natural resources.
5. To retain the salt ponds in mineral production until such time as needed by residents for recreation and/or conservation uses.
6. To preserve the wildlife habitat value and natural character of San Francisquito Creek.
7. To protect and conserve open areas rich in wildlife or of a fragile ecological nature.
8. To preserve historic buildings, objects, and sites of historic and cultural significance.
9. To preserve open spaces which are needed for the protection of man from natural hazards inherent in certain areas.
10. To encourage the inclusion of permanent open space in the Stanford lands within the Menlo Park Sphere of Influence.
11. To encourage the coordination of total water quality management including both supply and waste water treatment.
12. To enhance and preserve air quality in accord with regional standards.

The Comprehensive Plan integrates each of the elements discussed in the Plan document and considers the physical, social, economic, and environmental aspects of the Menlo Park Planning Area. The following map, Figure 16, is the Menlo Park Comprehensive Plan, Towards 2000.



FIGURE 16

SECTION IV - PLAN EFFECTUATION

REGULATORY CONTROLS

The Comprehensive Plan provides a guide by which public and private development may occur. The Plan can only be effectuated through specific actions and regulations which more precisely guide development. Foremost among these are the zoning regulations and land use policies expressed through the Zoning Ordinance. The other major land development regulatory controls are found in the Subdivision Ordinance. Additional implementing tools are the Capital Improvement Program and an Annexation Program.

Zoning Ordinance

Menlo Park now has the type and variety of codes and ordinances necessary for its controlled and orderly development. However, in recent years, the scope of zoning legislation has been widened to include many phases of community development previously regarded as beyond the "police power". In addition, the State Legislature has mandated that, in California, city zoning ordinances be consistent with the city general or comprehensive plan.

Standards promulgated by the California Council on Intergovernmental Relations have recently indicated that a zoning ordinance is considered to be consistent with the comprehensive plan when the allowable uses and standards contained in the text of the zoning ordinance tend to further the policies and designated uses in the comprehensive plan and do not inhibit or obstruct the attainment of those articulated policies. As a

result, zoning ordinances have become more complete and effective, and in some respects they have become more flexible.

While Menlo Park's existing Zoning Ordinance has attempted to allow some flexibility by the use of its R-3-C district, and its "X" district, which is similar in many ways to a Planned Unit Development designation used in other communities, its provisions prohibit mixed uses and rigidly limit the height of structures. Because of this and other newly evolving concepts, the Zoning Ordinance has not incorporated all the latest tools necessary for optimum development of Menlo Park. In order to carry out many of the provisions of this Plan and to reflect current residential trends and building practices, several changes will have to be made to the Zoning Ordinance and accompanying Map.

One recent change already made as a result of the goals and policies suggested by the General Plan Review Committee is in the multi-family zoning districts. The regulations have been altered to coincide and reinforce the Plan's policies of moderate population growth and less intense use of residential lands. The changes made have reduced the allowable density, decreased the allowable building coverage, and increased the landscaping and parking requirements.

In the commercially zoned districts, consideration should be given to modify the rigid stipulation of the 35-foot height limitation for certain commercial sites, to allow vertical and horizontal mixture of different but compatible land uses, and to require that developments provide adequate open space. Other needed changes to the Zoning Ordinance and Map should carry out the policies for the recommended expansion of Professional-Administrative

land use, permit the compact expansion of the Downtown area, and encourage the redevelopment of the El Camino Real/SPRR Corridor, and once again bring about consistency between the Zoning Map and the Comprehensive Plan.

Subdivision Ordinance

The original Subdivision Ordinance of Menlo Park was adopted in 1939 in compliance with the State's Subdivision Map Act. It was revised in 1949. The current ordinance, which is a revision and expansion of the 1949 ordinance, was adopted in 1967. This ordinance outlines the procedure which a subdivider must follow and sets forth design and improvement standards for all street construction. The provisions in the present ordinance are generally quite good. However, the ordinance needs some minor revision to improve the required review procedure for subdivisions, to provide better control of minor subdivisions, and to establish more flexible design standards.

CAPITAL IMPROVEMENT PROGRAM

Just as the Plan is a public statement of the City's policy with respect to future development, so the Capital Improvement Program is a public statement of the future community's needed major investments, showing the order in which those investments are intended to be made. Like the Plan, a Five-Year Capital Improvement Program is comprehensive in scope, thus minimizing the weaknesses of the usual year-to-year "piecemeal" approach to a community's capital expenditures.

Menlo Park has reached a state of mature development where most of its major public facilities and capital improvements are completed. School construction, for instance, has reached the point where no new sites will be necessary within the present corporate limits. Menlo Park, however, will make some major capital investments in the next few years, and these improvements will be costly. This is particularly apparent when street extensions and improvements are contemplated. In order to coordinate these and other needed programs, the City should develop a Five-Year Capital Improvement Program.

The major purpose of such an approach to capital improvement programming is to obtain an orderly scheduling and assignment of priorities for the capital investments which a city will undertake within the next five years and beyond. The advantages of the Capital Improvement Program are:

1. It requires an annual review of community needs and an estimate of resources available to satisfy them.
2. It provides a forecast of long-term demands on the City's tax revenues and borrowing power.
3. It can result in a more stable tax rate.
4. It can facilitate efficient use of municipal manpower and equipment both in the planning and construction stages of projects.
5. It can make possible the purchase of public sites at substantially lower cost in advance of subdivision or improvement.

6. It can afford an opportunity for private investors, public utilities, business and industry to coordinate their development programs with those of the City.
7. It can protect the City Council from the pressure of special interest groups, and insure that public facilities are provided where needs are greatest and justification is strongest.
8. It can permit the City to secure the maximum value from its capital investments; e.g., allow the use of City capital investments to match Federal and State funds for housing, redevelopment, open space, and other programs.

As the capital improvement process becomes established, a continuity is developed under which the Council, the operating departments and the citizens of the City are encouraged to look ahead and plan for meeting the long-term needs of the community. Each year new projects are added to the list to replace those which are accomplished and removed from the list. Priorities are re-examined each year and, where necessary, individual projects are advanced or retarded on the list.

ANNEXATION PROGRAM

In order to insure a high standard of development, a high level of urban services, and effective coordination of development activities in the Planning Area, a vigorous annexation program is recommended. A program of persuasion and education to encourage the unincorporated islands and wedges to become a part of Menlo Park will be necessary. Of major importance is the University Heights area, physically, socially, and

economically a part of Menlo Park, but having no role in the City government. By annexation to the City, this area and others could assume a responsible part in government, to their benefit as well as to the City's.

In the City's 1966 General Plan, the community of East Palo Alto was included in the annexation plans. However, this Plan does not indicate the annexation to Menlo Park of this community, primarily because the residents of East Palo Alto have strongly expressed their desire to maintain their own and separate community identity. East Palo Alto will continue to be included within the Menlo Park Planning Area in order to better consider the planning activities between the communities, but is not now included in Menlo Park's annexation program.

When the time comes for Menlo Park to request reconsideration by LAFCO of the City's Sphere of Influence boundaries, the City should request that the southern and western boundaries be extended along the San Mateo County line to the corporate limits of Portola Valley and Woodside. In addition, the area on both sides of Sand Hill Road, including Stanford lands, should be included within the adjusted boundaries. These boundaries will provide for more rational jurisdictional boundaries than those that are presently drawn, and allow Menlo Park to plan for the logical extension of urban services, if necessary.

AREA PLANS

Throughout this Comprehensive Plan, several parts of the City have been identified as areas requiring further study. To facilitate such studies,

a series of "area plans" are proposed to provide these areas with detailed analyses and to formulate specific implementation programs.

El Camino Real/Southern Pacific Railroad Corridor

A detailed zoning study of the El Camino Real/SPRR Corridor has already been started. During the General Plan Review process, one of the most urgent needs expressed concerned the frontage along El Camino Real through the entire City. El Camino Real provides two of the principal ingress and egress points to Menlo Park, and also represents the primary north-south artery to the Downtown area. In doing so, it also provides a major impact on the image and the quality of the City. Because this street plays such a major role in carrying traffic into and through Menlo Park, and because this key section of the City provides such great potential for productive development, far-sighted planning is needed to insure attractive, profitable, stable, and environmentally sound development.

South of the Downtown

The area south of the Downtown, between Menlo Avenue and San Francisquito Creek, was designated in the 1966 General Plan as high density residential. However, the intensity of development, twenty to forty dwelling units per gross acre previously recommended, is no longer desired. It was agreed by the Committee that this area should be carefully planned to preserve the residential character by encouraging maintenance and rejuvenation of the existing units, while allowing for some change in density with multi-family units replacing deteriorating and aging structures. Guidelines for development of the duplex area shall be formulated to restrict excessively large developments and to encourage smaller and less expensive dwelling units. An area plan study directed to the above concerns will provide specific policies and programs for implementation.

North of the Downtown

For many years there has been pressure for land use changes in the area north of the Downtown, between Oak Grove Avenue and Valparaiso Avenue. A few ad hoc decisions have been made to permit a nine-story condominium apartment building, a convalescent hospital and a medical clinic. Both the 1966 General Plan and the present General Plan Review Committee proposed that this section of the City have some variety of land uses, with a transition area of professional offices between the Downtown core and the residential areas, and a variety of housing types in the residential area itself. The needed area study would indicate areas most suitable for the different land uses and establish guidelines which would assure appropriate development.

Central Business District

A study of the Central Business District (CBD) is important for several reasons. The CBD provides a community identity and offers a wide range of goods, services and conveniences. It is one of the largest employers, and, as a unit, the biggest taxpayer. It is considered desirable to have an economically sound CBD with sufficient business tax base to help maintain a high level of community services without additional tax burden on residential property owners. An area plan study, beginning with the review and revision of the "Downtown Development Plan" prepared in 1970 but not adopted by the City, is a necessity if the CBD is to remain a vital area of Menlo Park.

Belle Haven

In addition to the above proposed area plans, the City is committed to a coordination role in the East Bayshore "701" Planning Program which affects the Belle Haven community. The City has participated in the formulation of this plan and should be active in the implementation phases.

Other Area Plans

As the City matures and the physical, social and environmental conditions change, different sections of the City will also need "area plans". This Comprehensive Plan has anticipated several of these areas. The Willows area is one such section. Here, homes are older than in many sections of Menlo Park and will need guidelines for rejuvenation and redevelopment. The Willow Road corridor will need attention in order to bring about the elimination of the strip commercial uses that have become obsolete and are an undesirable influence on the Willows area and the City. When the University Heights area annexes to the City, an area plan will be needed to help set forth policies in terms of the goals in this Plan, and to help coordinate the discrepancies created by the differences in the County's and the City's regulatory controls. Other areas will need special attention in the future, which will become apparent in the implementation process of this Plan and the Plan Elements.

Special Studies

In conjunction with the Comprehensive Plan and future area plans, a number of studies for special projects will be prepared. These special studies

have been anticipated to meet the needs for detailed planning guidance of the City Planning Commission and the City Council. The special studies currently include: the review and revision of portions of the Zoning Ordinance, particularly the parking requirements; the formulation of guidelines for the development of St. Patrick's Seminary property; the setting of guidelines and detailed plans for development of the City's Bayfront park; and the implementation of the adopted Bikeway Plan. Special studies anticipated in the future would entail: readjusting the City's Sphere of Influence boundaries; establishing proposals for vacated school sites; and preparing rapid transit development guidelines.

ENVIRONMENTAL IMPACT REPORTS

The preparation and evaluation of Environmental Impact Reports (EIR's) on proposed public and private projects which would have significant impact on the environment is required by the California Environmental Quality Act (CEQA) of 1970.¹ An Environmental Impact Report provides public agencies with information on the environmental effects of projects they propose to undertake or approve. An EIR should contain a discussion on each of the following seven points consistent with the CEQA, and the State guidelines, as amended.

- a. Assess in detail the potential impact of the project on the environment.
- b. Identify any adverse environmental effects which cannot be avoided if the proposal is implemented.

¹ Public Resources Code, State of California, Sections 21000-21174, amended by Chapter 1154, Statutes of 1972 (AB 889).

- c. Note all measures proposed which would minimize any adverse environmental impacts.
- d. Describe in detail any feasible alternatives to the proposed project.
- e. Evaluate the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity.
- f. List any irreversible environmental changes which would result from the proposed project.
- g. Describe the growth-inducing impact of the proposed project.

The current guidelines for the preparation of EIR's, adopted in 1972 and amended in December, 1973 by the Resources Agency, define the adoption or amendment of the following as projects for which an EIR is required: a general plan or comprehensive plan, or elements thereof; and zoning ordinances. This Comprehensive Plan contains its own impact statement.

The purpose of preparing the comprehensive plan, so that in effect the plan document becomes its own environmental impact analysis, is to offer the development alternatives for public review. Considering the general nature and long-range time frame of the coordinated development policy proposals that make up the plan, the seven points mentioned hereinbefore, required to be discussed in an Environmental Impact Report, have been indicated but on a broader scope than the more restricted analysis done on a specific project which has fairly definite limits.

This Comprehensive Plan does not negate the need for a detailed analysis of a proposed project or program even if it is found to be in conformance

with the Plan. It is important that the City Council and the Planning Commission have, for their review, a detailed analysis of the environmental impact of a specific proposal at the time it is under consideration, so that both beneficial and adverse impacts can be specifically evaluated in the decision making process.

The following matrix, Table 5, specifies for each policy area addressed in the Comprehensive Plan the location in the text of the environmental impact discussion associated with that policy. Each column represents one of the eleven required points, as detailed in the "Guidelines for Implementation of the California Environmental Quality Act of 1970". Policy areas are listed to the left on each page of the matrix.



Civic Center

TABLE 5
Environmental Assessments of Comprehensive Plan Policies

POLICY	DESCRIPTION OF PROJECT			DESCRIPTION OF ENVIRONMENTAL SETTING	ENVIRONMENTAL IMPACT						
	Location & Boundaries	Statement of Objectives	Technical, Economic, and Environmental Characteristics		Environmental Impact of Proposed Project	Unavoidable Adverse Environmental Effect	Mitigation Measures	Alternatives To Proposed Action	Short-Term Uses and Long-Term Productivity	Irreversible Environmental Changes	Growth-Inducing Impact
Maintain presently developed single-family areas	Figures 5,16	38	38	17-20	39	39	39	34-35, 39-40	41	+	32-35
Reduce unrelated through traffic on commercial and residential streets	Figures 5,6,12, & 16	52	*	23-25	51-52	52	52	52,54	*	*	*
Study traffic congestion problems on El Camino	Figures 5,6,12, & 16	53	53-54	23-25	53-54	53-54	*	53-54	*	*	*
Encourage and provide other modes of transportation	Figure 14	42,57	58-59	23-25	59	59	59	59	59	59	59
Approval of all four proposed Dumbarton Bridge approaches	Figures 5,16	48-49	48-49	23-25	# 48-49	# 49	# 49	# 49	# 49	# 49	# 49

SYMBOLS: * Will be addressed in subsequent study ! Negligible environmental impacts + Not applicable # Addressed in specific EIR

POLICY	DESCRIPTION OF PROJECT			DESCRIPTION OF ENVIRONMENTAL SETTING	ENVIRONMENTAL IMPACT						
	Location & Boundaries	Statement of Objectives	Technical, Economic, and Environmental Characteristics		Environmental Impact of Proposed Project	Unavoidable Adverse Environmental Effects	Mitigation Measures	Alternatives To Proposed Action	Short-Term Uses and Long-Term Productivity	Irreversible Environmental Changes	Growth-Inducing Impact
Construct Belle Haven access	Figures 5, 16	56	*	23-25	*	*	*	*	*	*	*
Undertake S.P.R.R. area plan	Figures 5,11,16	45	*	21-22	*	*	*	*	*	*	*
Review and revise Downtown Plan	Figures 5,11,16	43,45	*	21-22	*	*	*	*	*	*	*
Establish a design framework for the Downtown area	Figures 5,11,16	42	*	21-22	*	*	*	*	*	*	*
Rezone, where appropriate, neighborhood commercial to residential use	Figures 5,11,16	46	*	21-22	*	*	*	46-47	46	+	46-47
Rezone, where appropriate, for professional/administrative use in the north of Downtown area	Figures 5,11,16	43	*	21-22	*	*	*	*	*	*	*

Continue Architectural Review and adoption of other provisions to insure high standards of development on the west side of El Camino Real	Figures 5,11,16	45	45	21-22	!	!	!	!	!	!	!
Initiate study of school sites' future development	Figures 5,7,15, & 16	37	37	26-27	*	*	*	*	*	*	*
Maintain high standards of development in industrial areas	Figures 5,11,16	22-23	22-23	22-23	22-23	22-23	22-23	22-23	22-23	+	22-23
Recommendation for Menlo Park to be a pedestrian-oriented station and not a terminus for rapid transit system	Figures 5,16	50-51	*	23-25	50	50	51	51	51	51	51

SYMBOLS: * Will be addressed in subsequent study ! Negligible environmental impacts + Not applicable # Addressed in specific EIR

POLICY	DESCRIPTION OF PROJECT			DESCRIPTION OF ENVIRONMENTAL SETTING	ENVIRONMENTAL IMPACT						
	Location & Boundaries	Statement of Objectives	Technical, Economic, and Environmental Characteristics		Environmental Impact of Proposed Project	Unavoidable Adverse Environmental Effects	Mitigation Measures	Alternatives To Proposed Action	Short-Term Uses and Long-Term Productivity	Irreversible Environmental Changes	Growth-Inducing Impact
Place rapid transit line and station underground	Figures 5,16	49-50	*	23-25	49-50	* 51	* 51	* 51	* 51	* 51	* 51
Explore alternative to on-grade parking lots as per BART proposal	Figures 5,16	50	*	23-25	* 51	* 51	* 51	* 51	* 51	* 51	* 51
Coordinate future bus plans with M.T.C. guidelines	Figures 5,13	57	57	23-25	! 46,57	! 46	! 46	! 46	! 46	! 46	! 46
Request LAFCO to realign south and west boundaries of the City's Sphere of Influence	Figures 5,16	72	71-72	9-10	36 71-72	+ +	+ +	36	36	+ +	36
Maintain a vigorous annexation program	Figures 5,16	71	71-72	9-10, 16-17	36, 71-72	+ +	+ +	36	36	+ +	36

Encourage Stanford University to retain lands in open space	37	37	27	!	!	!	!	!	!	!	!
Use municipal code to regulate new and existing structures in the scenic corridor	Figures 5,15,16	61	59-61	59-64	! 64	! 64	! 64	! 64	! 64	! 64	! 64
Protect and enhance City entryways	Figures 5,15,16	63	59-61	59-64	! 64	! 64	! 64	! 64	! 64	! 64	! 64
Consider Sand Hill Road and Alameda de las Pulgas as scenic routes and develop guidelines and plans	Figures 5,15,16	63	59-61	59-64	! 64	! 64	! 64	! 64	! 64	! 64	! 64

SYMBOLS: * Will be addressed in subsequent study ! Negligible environmental impacts + Not applicable # Addressed in specific EIR

GENERAL PLAN REVIEW COMMITTEE MEMBERS

JANUARY, 1972 - MAY, 1973

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George R. Liddle
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Menlo Park, California

A comprehensive plan sets forth public policy concerning the future development of a community. In the Menlo Park community, citizen participation in governmental matters is highly valued. Thus, early in 1972, the City Council decided that all Commission, Board, and Advisory Committee members, together with the Council, would form a special task force referred to as the General Plan Review Committee, to discuss the major issues confronting Menlo Park's citizens. Over a period of a year, a dozen policy development conferences were held by the Committee, and general goals and tentative policy agreements were reached. The result of these conferences provided a reference for the informal neighborhood meetings held throughout the City. The City's Planning Staff collected data and analyzed the information together with the combined input from the General Plan Review Committee and the neighborhood meetings. This Comprehensive Plan is based on those goal and policy statements.

Maintain Menlo Park's character as an attractive residential community and establish a holding capacity for the City.

Plan compact expansion of the Downtown area and encourage creative redevelopment of the El Camino Real frontage.

Encourage moderate expansion of professional-administrative land use and limit industrial development to the general area where it now exists.

Reserve the Baylands for open space and conservation use and encourage retaining Stanford lands in open space.

Plan to improve and expand, when necessary, existing community and recreation facilities.

Provide a unified circulation system, including pedestrian and bicycle pathways, to all parts of the City.

Encourage further study of the alternatives for regional mass transit.

Plan for new land uses on lands now held by institutions which may be changed in the future.

Consolidate the City by annexing unincorporated lands within the current Sphere of Influence boundaries and request reconsideration by LAFCO of these boundaries.

Encourage commerce and industry to locate or expand in the City, which would help alleviate the City's unemployment situation.

Major proposals are particularly influential in determining the character of the future community. A knowledge of these proposals will provide a better understanding of the development potentials of Menlo Park.

Many of the presently developed single-family areas will be maintained as single-family areas. The allowable densities in the

multi-family areas will be reduced to help relieve potential traffic congestion problems and to provide more open space.

A relatively small expansion in land area with some slight increase in the intensity of use to provide the necessary space and retain a cohesive and functional Downtown is recommended in the Plan. Public parking and public amenities need to be expanded to meet present and future demands.

The same objectives for improvement and refinement apply to existing neighborhood commercial areas, while several marginal areas are recommended to be phased out and rezoned to residential land use.

The Plan proposes major redevelopment of the El Camino Real frontage, particularly the area between El Camino Real and the Southern Pacific Railroad. A mixture of land uses such as offices, retail commercial and perhaps even residential are recommended for a more desirable usage of the land.

A limited expansion of this type of use is planned to take place in specially selected areas. Major consideration will be given to access and parking availability.

The Plan proposes a circulation system consisting of local street

improvements, a bus system and an expanded bikeways network. The most significant proposals are the improvement of Willow Road, between Bayshore Freeway and Dumbarton Bridge, to a four-lane arterial street; the construction of a Belle Haven access road across the Southern Pacific Railroad tracks to the proposed Marsh Road approach to the Dumbarton Bridge; the extension of Burgess Drive; and the realignment of Ravenswood Avenue with Menlo Avenue at El Camino Real.

The Plan provides for sufficient parks and recreation facilities to fulfill recreation needs and the open space needs within the Planning Area. A major park is proposed near the Bay at the end of Marsh Road.

The Comprehensive Plan will guide the Planning Commission and City departments in providing a framework within which to develop policy for zoning, subdivision regulation, and capital improvement programming.

The Comprehensive Plan will provide a source of information and a statement of public policy that will help the residents of Menlo Park in making decisions regarding their own development plans.

The Planning Commission shall annually review the Plan and recommend to the Council any needed changes or additions.

The Planning Commission shall periodically review the Zoning and Subdivision Ordinances.

The Comprehensive Plan shall be the guide for the annual capital improvement budget and the five-year capital improvement program.

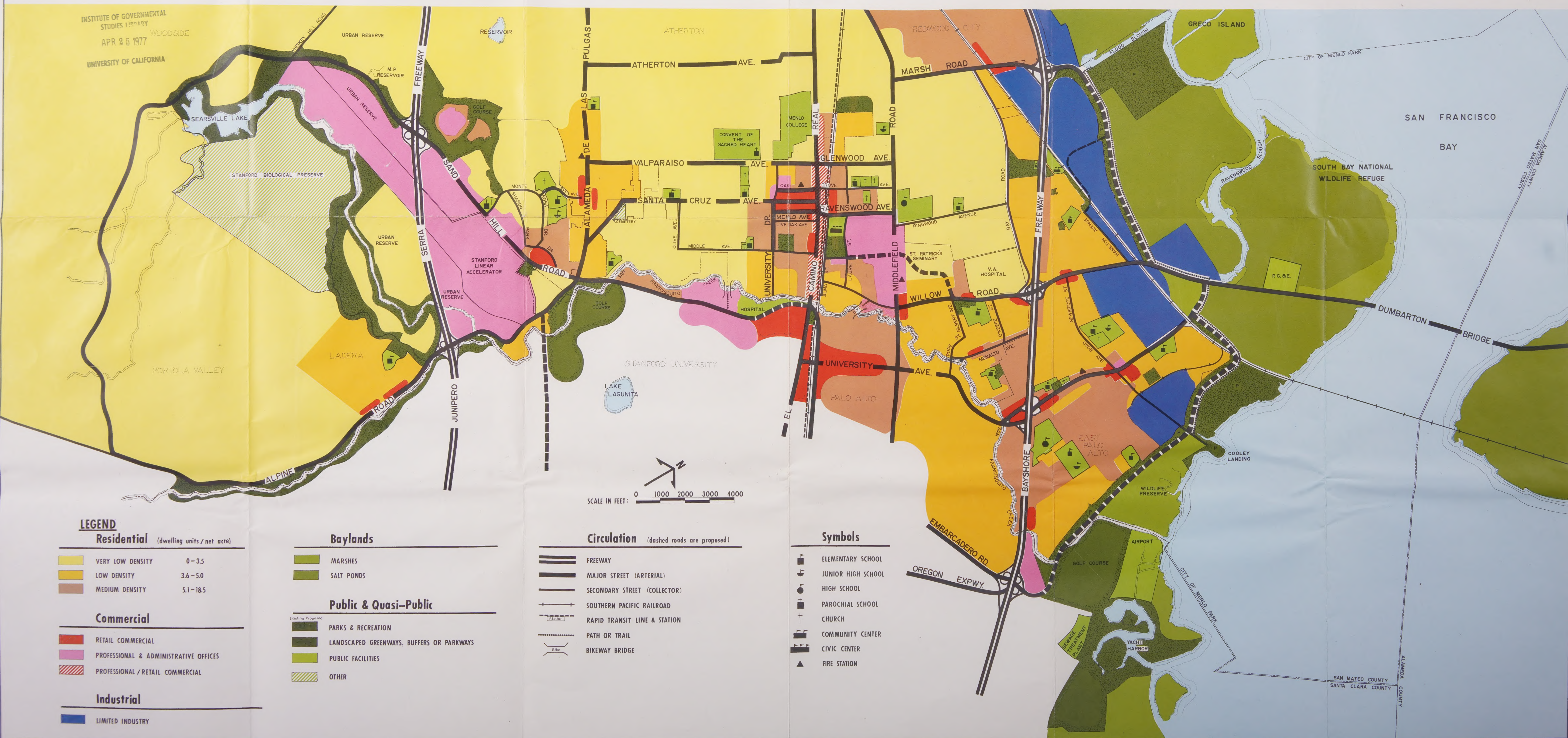
I hereby certify that this is a true copy of the map entitled "Menlo Park Comprehensive Plan, Towards 2000" which, together with accompanying text, was adopted by the Planning Commission on August 12, 1974, and by the City Council on October 1, 1974. This Plan supersedes and takes precedence over all previously adopted Master or General Plans.

Robert B Crawford

Robert B. Crawford, City Planning Commission Chairman
Attest:

Leon C. Pirofalo, Director of Community Development

Ira E. Bonde, Mayor
Attest:
Margaret E. Snowden
Margaret E. Snowden, City Clerk



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